CONTENTS

FOREWORD / ix **1/A11**

INTRODUCTION / 1 **1/A13**

MAJOR FINDINGS

SUMMARY / 7 **1/B5**

MAJOR FINDINGS AND ALTERNATIVE SOLUTIONS / 9 **1/B7**
Financial Issues / 9 **1/B7**
Facilities and Staffing Issues / 15 **1/B13**
Programming and Usage Issues / 21 **1/C5**

THE STUDY

ADMINISTRATION AND ORGANIZATION / 29 **1/C13**
Federal, State, County, and City Responsibilities / 29 **1/C13**
Commercial Recreation Roles / 30 **1/C14**
Opportunities for Cooperation / 30 **1/C14**
Recreational Programming Coordination / 32 **1/D2**
Personnel / 34 **1/D4**

PARKS AND RECREATION FINANCING / 35 **1/D5**
Budget Comparisons / 35 **1/D5**
Recreation Income / 39 **1/D9**
Recreation Expenditures / 49 **1/E5**

USER CONSIDERATIONS / 53 **1/E9**
Recreational Program Opportunities / 53 **1/E9**
User Desires / 57 **1/E13**

EXISTING RECREATIONAL RESOURCES AND ADEQUACY / 60 **1/F2**
Recreational Resources / 60 **1/F2**
Adequacy of Recreational Resources / 65 **1/F7**

PLANNED AND POTENTIAL EXPANSION / 70 1/F12
Planned Expansion / 70 1/F12
Influences on Planning / 70 1/F12
Perceived Needs / 78 1/G6
Plans for Expansion and Development / 88 2/A7
Costs and Scheduling / 102 2/B7
Open-Space Mechanisms / 104 2/B9
Potential Expansion / 106
Summary of Potential Facilities / 106 2/B11
Descriptions of Potential Sites / 108 2/B13

APPENDIXES/BIBLIOGRAPHY

APPENDIX A: AREA DESCRIPTION / 119 2/C10

APPENDIX B: JURISDICTIONAL ANALYSES / 128 2/D5
Cincinnati, Ohio / 128 2/C5
Hamilton, Ohio / 164 2/F13
Newport, Kentucky / 183 3/A9
Colerain Township, Ohio / 195 3/B7

APPENDIX C: COMMENTS OF STATE AND LOCAL OFFICIALS AND THE PUBLIC / 210 3/C8

APPENDIX D: LIST OF AGENCIES AND INTERESTS CONSULTED / 263 3/G5

BIBLIOGRAPHY / 269 3/G11

TABLES

1 SCSA Composition / 3 **1/B1**

2 Recreation As a Percent of Total Jurisdiction Budget / 36 **1/D6**

3 Annual Per Capita Expenditures for Recreation / 36 **1/D6**

4 Sources of Income – 1976 / 37 **1/D7**

5 Total Per Capita Receipt of Federal Recreation Assistance / 38 **1/D8**

6 Federal Percentage of Total Recreation Budget / 39 **1/D9**

7 Land and Water Conservation Funds Allocated to SCSA Counties in Ohio and Kentucky As of April 30, 1977 / 42 **1/D12**

8 Distribution of LWCF Grants / 43 **1/D13**

9 Comparison of Land and Water Conservation Funds Allocated to SCSA Counties for Acquisition and Development / 44 **1/D14**

10 Average Percentage Distribution of Total Budget Expenditures 1971-1976 / 50 **1/E6**

11 1973 Acreage of Public Open Space / 62 **1/F4**

12 1973 Acreage of Private Open Space / 63 **1/F5**

13 Required Regional Park Acreage / 80 **1/G8**

14 The Need for Local Public Park Acreage / 81 **1/G9**

15 Population Growth in Comparison to Farmland / 88 **2/A7**

16 Criteria for Site Selection of Regional Parks Required in SCSA / 90 **2/A9**

17 NKAPC Recreation/Open-Space Criteria / 91 **2/A10**

18 Existing and Proposed Land Uses for Ohio Riverfront, City of Cincinnati / 95 **2/A14**

19 Estimated Acquisition Costs for Required Acreage — 1990, for Regional and Local Parks / 103 **2/B8**

20 Site Significance Determination / 115 **2/C6**

ILLUSTRATIONS

Study Area / 4 **1/B2**

Proposed and Existing Parks and Recreation Areas / 67 **2/F9**

Case Studies / 107 **2/B12**

ABBREVIATIONS

BCPD –	Butler County Park District
BOR –	Bureau of Outdoor Recreation (U.S. Department of the Interior)
CDBG –	Community Development Block Grants (administered by U.S. Department of Housing and Urban Development)
CDUD –	Cincinnati Department of Urban Development
CETA –	Comprehensive Employment and Training Act (1973) (administered by U.S. Department of Labor)
COE –	Corps of Engineers (also "The Corps") (U.S. Department of the Army)
DNR –	Department of Natural Resources (State of Ohio)
EDA –	Economic Development Administration (U.S. Department of Commerce)
EEO –	Equal Employment Opportunity
HCPD –	Hamilton County Park District
HCRPC –	Hamilton County Regional Planning Commission
HEW –	U.S. Department of Health, Education and Welfare
HUD –	U.S. Department of Housing and Urban Development
LEAA –	Law Enforcement Assistance Administration (U.S. Department of Justice)
LMAG –	Land Management Assistance Guide (a document being developed by the state of Ohio)
LMI –	Little Miami, Inc. (a nonprofit citizens' organization formed in 1967 to work for the protection of natural resources along the Little Miami River)
LWCF –	Land and Water Conservation Fund (administered by the Bureau of Outdoor Recreation, U.S. Department of the Interior)
NKAPC –	Northern Kentucky Area Planning Commission
NYC –	Neighborhood Youth Corps (U.S. Department of Labor)
OEO –	Office for Equal Opportunity
OKI –	Ohio-Kentucky-Indiana Regional Council of Governments (formerly Ohio-Kentucky-Indiana Regional Planning Authority)
RSVP –	Retired Senior Volunteer Program (administered by ACTION)
SCORP –	State Comprehensive Outdoor Recreation Plan
SCS –	Soil Conservation Service (U.S. Department of Agriculture)
SCSA –	Standard Consolidated Statistical Area
SMSA –	Standard Metropolitan Statistical Area
UMTA –	Urban Mass Transportation Administration (U.S. Department of Transportation)

Item 657-B-1 I 66.24:C49

COMPLETED ORIGINAL

NATIONAL URBAN RECREATION STUDY

cincinnati/hamilton

This report was prepared as part of the urban recreation study authorized under Public Law 94-422 in hopes that it can lead to improvement in urban recreation opportunities. The report and its findings, options, and alternatives do not necessarily represent official views or policies of the Bureau of Outdoor Recreation, the National Park Service, the U.S. Department of the Interior, or any other federal agency.

Prepared by the Lake Central Regional Office of the Bureau of Outdoor Recreation in cooperation with the National Park Service, the Ohio Department of Natural Resources, the Ohio-Kentucky-Indiana Regional Council of Governments, and numerous county and city governments.

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NATIONAL URBAN RECREATION STUDY

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viii

FOREWORD

Interest in the quality and quantity of recreational opportunities in urban areas has increased in recent years. Related to this has been a growing concern over the lack of substantive federal assistance in meeting urban recreational demands. Federal parks such as Cuyahoga Valley National Recreation Area in Ohio, Gateway National Recreation Area in New York, Golden Gate National Recreation Area in California, and Indiana Dunes National Lakeshore in Indiana are all outgrowths of the federal role in urban recreation. With passage of Public Law 94–422, which expanded the Land and Water Conservation Fund to $900 million, Congress instructed the Secretary of the Interior to study the needs, problems, and opportunities for recreation in urban America and to report the results by September 28, 1977. This study is a result of that congressional mandate.

In the initial stages of the national urban study, it was determined that recreation issues and problems in various cities would be analyzed to determine alternative solutions. Thirteen Standard Consolidated Statistical Areas (SCSAs) and four Standard Metropolitan Statistical Areas (SMSAs), geographically representing the major metropolitan regions of the country, were selected for detailed analysis. Field studies were conducted in each of these areas to meet the following objectives:

Identify major issues and problems related to parks and recreation funding and expenditures

Gain jurisdictional and neighborhood perspectives on the delivery of recreation services administrative structures, and personnel problems of recreation suppliers

Analyze the status of planning, research, and environmental programs

Assess the adequacy of the existing open space and recreational system

Identify and approve significant potential open-space opportunities in the study areas

Propose alternatives – including organizational arrangements and legal techniques at each level of government and in the private sector, as appropriate – for providing recreational areas and protecting open space and natural and cultural resources.

To meet these objectives, meetings were held with groups representing those agencies, organizations, industries, and individuals familiar with parks, recreation, and open space within each study area. During these meetings, the overall purposes of the study were explained, and "key informants" were asked to identify and discuss relevant issues and problems. As a result of these discussions, a list of issues that appeared to be common in all urban areas across the country was prepared.

Because of the tremendous number of governmental, quasi-public, and private recreation providers in the study areas, it was determined that selected jurisdictional case studies be conducted in the various urban areas to ascertain the commonality and severity of the various issues and problems. Jurisdictions were selected on the basis of success of existing recreational systems, the variety and number of problems and opportunities, general geographical distribution, and the socioeconomic characteristics of the area. Information on the recreational and open-space systems in the case studies was gathered through interviews with recreation suppliers from governmental, quasi-public, and private agencies; analysis of existing data sources; and on-the-ground investigations.

To test the validity of the information gathered in the jurisdictional case studies and to gain a "grass roots" perception of the jurisdictional recreation delivery system, a number of neighborhood analyses were completed. These analyses consisted of interviews with block leaders, church leaders, playground supervisors, residents, and similar key informants familiar with the study neighborhoods and the feelings of the people. Such data permitted a more detailed appraisal of the adequacy of existing neighborhood programs and facilities and focused on the desires of the local residents. At least two neighborhoods were selected in each study jurisdiction to provide some variety in the neighborhood analyses.

Besides a study of the jurisdictions, the other important facet of the individual urban studies was identification and evaluation of existing and potential parks and open-space resources – those recreational resources with potential to serve major recreational needs. A combination of interviews with informed local representatives, data research, and ground and aerial reconnaissance was used to identify these resources. The resources were then studied to determine how they could be utilized, as well as how potentially significant open space and natural and cultural resources could be preserved.

The results of the individual urban recreation studies have been compiled into a national report that looks objectively at key urban recreational issues. This report will be submitted to Congress.

INTRODUCTION

The Cincinnati-Hamilton Standard Consolidated Statistical Area (SCSA) is located at the juncture of the borders of the states of Ohio, Kentucky, and Indiana (see figure 1). The nine-county region, about 2,700 square miles, extends for approximately 46 miles from north to south and 58 miles from east to west around the confluence of the Licking, Little Miami, and Great Miami Rivers with the Ohio River.

The SCSA is composed of two adjacent Standard Metropolitan Statistical Areas (SMSAs), Cincinnati and Hamilton, Ohio (see table 1 for composition of the SMSAs). In addition to the two SMSAs there are four other major cities, each with a population of 25,000 or more: Middletown and Norwood, Ohio, and Covington and Newport, Kentucky.

The greatest part of the urban population is in Butler and Hamilton Counties in Ohio and Kenton and Campbell Counties, Kentucky. Between 78 and 96 percent of the residents live in urban communities in these counties. The most rapid increase in urbanization now is in Boone County, Kentucky and Clermont and Warren Counties, Ohio.

The amount of land devoted to urban development within the study area has increased steadily since approximately 1820. Settlement occurred first in the river valleys; after 1870 residential development began to ascend the hills of Cincinnati and spread out into the country along railroad and streetcar lines. Population increased by 26.0 percent in the 1950s; the increase in the 1960s was only 12.5 percent. During this time the geographic area classified as urban also increased.

The demand for recreation is increasing in the Cincinnati-Hamilton SCSA, and the character of the demand is changing because of increased income, population, and land use and because of changes in the age and racial composition of the area. Expansion of parklands and recreational facilities has not kept pace with economic and residential development in the recently urbanized areas, so there is a deficiency of facilities in the suburbs.

If current trends continue, the future will bring several changes in recreational priorities. Increasing urbanization and population pressures will limit acquisition; the thrust will be toward providing programs and facilities which can be used on a year-round basis by many different groups.

Continuing inflationary pressures will cause recreation budgets to be devoted heavily to operations and maintenance costs. Monies for capital expenditures will increasingly have to be provided by federal or state agencies, or the local jurisdictions will have to do without new parks or facilities.

The issues discussed in this report were identified by those responsible for providing recreation in the nine-county Cincinnati-Hamilton SCSA. Those responsible include county, city, and township recreation management agencies, regional and county planning agencies, key individuals, and neighborhood association representatives. Initially, all key individuals dealing with recreation met to identify the areas of concern (issues) and determine the scope of the study.

Because of the limited time available for the study, it was decided that only five jurisdictions could be selected for detailed analysis. The jurisdictions selected were Hamilton County, the city of Cincinnati, Colerain Township in Hamilton County, the city of Hamilton (Butler County), and the city of Newport, Kentucky (Campbell County).

The city of Cincinnati and Hamilton County were chosen because they represent the core portion of the SCSA. It was felt that a township should also be selected and that one from Hamilton County (the most densely populated) would be appropriate, so Colerain Township was chosen. The city of Hamilton represents the second SMSA in the SCSA being studied.

A city from Kentucky was included, since Kentucky contributes three counties to the nine-county SCSA. Newport was chosen because of its location in the heavily congested portion of northern Kentucky, its scarcity of recreational areas and facilities, and its numerous related problems. The neighborhoods chosen provide a representative cross-section of each jurisdiction on the basis of location and socioeconomic values.

Parks in Hamilton County are administered by the Hamilton County Park District, an independent agency not managed by the county itself. For this reason, no separate appendix was prepared to contain a jurisdictional analysis of Hamilton County. Parks in the county – and their problems – are discussed in the main body of the report.

Subsequent meetings were held with members of the various park and recreation agencies in the five jurisdictions selected for detailed study. Within those jurisdictions some community leaders and elected officials were interviewed as an additional source of information. With the exception of the section on funding sources (under Parks and Recreation Financing), which pertains to the entire SCSA, this report is a composite of all input from each of the five jurisdictions.

TABLE 1

SCSA COMPOSITION

SMSA	Constituent Counties	Core City
Cincinnati	Hamilton (Ohio)	Cincinnati
	Clermont (Ohio)	
	Warren (Ohio)	
	Dearborn (Indiana)	
	Boone (Kentucky)	
	Campbell (Kentucky)	
	Kenton (Kentucky)	
	Ohio (Indiana)	
Hamilton	Butler (Ohio)	Hamilton, Middletown

STUDY AREA

cincinnati/hamilton
standard consolidated
statistical area

NATIONAL URBAN RECREATION STUDY

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SUMMARY

Despite the fine parks and recreational systems of the city of Cincinnati and the Hamilton County Park District, the Cincinnati-Hamilton SCSA has serious recreational deficiencies, particularly in the inner cities and the suburbs. Reasons for the deficiencies include the relatively low priority afforded recreation because of indifference of public officials to its importance (Cincinnati is an exception), failure of local jurisdictions to plan properly and anticipate future needs in recreation, and lack of federal, state, and local input into the delivery of recreational services.

The major problems in the inner city are a deficit of existing park and recreational resources, particularly for active recreation, an absence of additional land suitable for open-space or recreational use, a scarcity of adequate personnel and programs, the immobility of some residents, and the presence of physical and social deterrents. The suburbs are experiencing rapid economic development without the application of sound long-range planning. The flight of people from the inner cities to the suburbs compounds this problem.

Major needs identified in this report are operations and maintenance monies, indoor recreational facilities, implementation of long-range planning, recreation personnel, innovative programs, better cooperation between the local jurisdictions and the schools, and improved public transportation.

Existing regional parklands of the SCSA are considered insufficient to meet area needs by the Ohio-Kentucky-Indiana Regional Council of Governments (OKI). However, this need is not so critical at present as that for parklands in the inner cities and suburbs. The recent commitment of the state of Ohio to provide state parks at the Corps of Engineers East Fork Reservoir in Clermont County and Caesar Creek Reservoir in Warren County and the efforts of the Hamilton County Park District to acquire additional parklands will help meet present and future regional open space and recreational needs in the study area. Other local recreation agencies, including the Butler County Park District, Clermont County, Warren County Park District, the state of Kentucky, and the three northern Kentucky counties in the SCSA, should make stronger commitments to acquire recreational lands of regional importance.

Whereas several open-space areas have been identified in this report as deserving acquisition for regional parklands, none were considered to be of national significance warranting management by the federal government. These areas, previously identified by the OKI, should be acquired by state or local governments for management as regional park facilities.

While it is imperative that local governments take responsibility to afford recreation the priority it justly deserves, it is the responsibility of federal and state governments to help resolve problems over which they have some control and to emphasize the importance of recreation by recognizing its effect on citizen health, happiness, and safety. Ultimately, it is only through the combined efforts of federal, state, and local governments, in conjunction with private business and industry and the action of citizens, that a satisfactory system of recreational services will evolve in the urban areas.

MAJOR FINDINGS AND ALTERNATIVE SOLUTIONS

Following is a discussion of major issues identified by the urban recreation study in the Cincinnati-Hamilton SCSA. Although this is not a complete list of problems, it is believed that those most responsible for preventing a more effective delivery of recreational services in the SCSA are included.

Most of the issues addressed involve a role for the federal government in addition to those of the state and local units of government. The listing of alternatives does not always represent an either/or situation — in many cases the alternatives complement each other and the implementation of two or more or, in some cases, all of the alternatives is necessary to resolve the problem.

It will also be noted that there is considerable interrelationship between issues, that is, part of one issue may be addressed as a separate issue elsewhere. As a consequence, some alternatives are mentioned more than once. This situation occurred when a separate issue was also the cause of another. For example, a principal reason for the lack of cooperation between community schools and local units of government (an issue) is the unavailability of sufficient personnel to conduct recreational programs (an issue).

The order in which the issues appear does not necessarily indicate their relative importance.

FINANCIAL ISSUES

Current financial capabilities of local governments in the Cincinnati-Hamilton SCSA are generally inadequate to provide an effective delivery of open space, recreational resources, and programs.

Competition for limited funds among all public services, combined with the generally low priority afforded recreation by local units of government, renders local units incapable of correcting this situation. Although the city of Cincinnati gives recreation a relatively high priority, it is currently experiencing difficulty providing sufficient funds to make capital improvements, match Land and Water Conservation Fund (LWCF) grants, and operate and maintain existing parks and recreational areas adequately.

Alternatives for Federal Action:

Increase the percent of federal matching monies for some programs such as the LWCF beyond the current 50 percent level, perhaps to 75 percent, or devise a sliding scale dependent on ability to match needs and/or the purpose to be served.

Increase the total amount of funding potentially available for recreation through such 100 percent federal funding sources as revenue-sharing and community development monies.

Establish a separate funding source to provide 100 percent federal funding for recreational purposes in urban areas.

Alternative Actions for the State of Ohio:

Allocate an increased percentage of federal LWCF monies to urban areas.

Abolish the state of Ohio requirement that permits only 50 percent of Community Development Block Grant funds to be used to match LWCF monies. This requirement makes it necessary for each local unit of government to provide 25 percent of its own funds.

Recommend an overall sales tax increase, part of which would go to natural resource projects. Emphasis should be given to allocating these monies to urban areas, perhaps designating by law a specific amount for recreation.

Allocate some or all of the license fees charged for various recreational vehicles to the Ohio Department of Natural Resources (DNR) for acquisition and development of recreational areas and facilities, particularly in urban areas.

Increase fees charged for boats and boat motor registration. Allocate a larger portion of the current gasoline tax (currently one-half of one percent), perhaps 2 percent, to support construction of access areas for boaters.

Consider a tax on nonreturnable beverage containers to be programmed for a state and local parks and recreational development fund.

Alternative Actions for Local Governments:

Consider levying taxes on such sources as real estate, cigarettes, liquor, and others, with revenues designated for recreation.

The increasing reliance of local government on federally subsidized grant programs and the subsequent termination of some federal programs have placed a financial burden on local units of government attempting to continue those programs. Uncertainty of whether federal programs will be funded or at what amounts they will be funded makes it difficult for the local recreation agencies to anticipate and plan effective programs each year.

Alternative Federal Actions:

Base the termination of federal programs or major funding cutbacks on a thorough evaluation of program effectiveness. If a program is terminated it should be done in the form of a gradual "phase out" of federal funds over a period of years so as not to cause such a heavy financial burden on the participating agencies.

Be more consistent in making commitments to various federal programs, that is, not only obligate monies each year but obligate them in a manner that the recipients can anticipate the funding.

Change the budgeting process so federal funding decisions on assistance programs are made a year in advance of the fiscal year when they become available.

Federal programs that encourage the acquisition and development of recreation resources do not consider the additional operations and maintenance burdens these programs place on local agencies.

Alternative Federal Actions:

Provide for a portion of LWCF monies to be used for matching monies, perhaps 50 percent, to help local units operate and maintain their parks and recreational areas and programs.

Provide for a portion (or greater portion) of Community Development Block Grants (CDBG) and/or revenue-sharing monies to be used for 50 percent matching monies to help local units operate and maintain their parks and recreational areas and programs.

Establish a separate fund to be used for 50 percent matching monies to help local units operate and maintain their parks and recreational areas and programs.

Provide for most of the operations and maintenance funding from one of the above sources initially, gradually decreasing the federal portion of the funding until

the local unit of government can assume the entire operations and maintenance costs, the entire period to occur perhaps over 10 years.

Establish a categorical block grant funding assistance program which allows local governments to direct funds to priorities based on needs rather than to those established to take advantage of existing restricted categorical grant programs or programs not specifically designed to meet the needs of recreational service agencies.

Provide for a portion of all federal grant project monies to be designated for operations and maintenance.

Refuse to permit an administering agency to use federal grant monies to acquire and/or develop additional areas if the existing facilities of the agency are not being maintained properly.

Modify present policy to stress the operation of existing projects rather than the acquisition and development of new ones.

Alternative State Actions:

Abolish the state requirement that permits only 50 percent of CDBG funds to be used to match LWCF monies. This requires each local unit of government to provide 25 percent of its own funds. Some jurisdictions assert that this action would make additional local monies available for operations and maintenance.

The long time periods required by federal, state, and county agencies in committing federal grant monies (such as LWCF monies) to local units of government have made it difficult for local recreation agencies to anticipate and plan their program each year. Opportunities to auquire desirable open-space and recreational lands are sometimes lost to local units of government because federal funds cannot be made available in the short periods sometimes needed to prevent the purchase of land by private interests.

For example, the long time sometimes taken by states in committing LWCF funds to local projects makes the anticipation of funding difficult for local agencies. The arrival of Recreation Support Program monies late in the year causes administrative problems for the receiving agencies, thus reducing the program's effectiveness.

This problem involves the federal, state, or county government's method of determining priorities for the allocation of federal grant monies, the length of time required to obtain adequate land appraisals for proposed acquisition projects, and the inability of local jurisdictions to provide sufficient amounts of their own monies to acquire opportunity purchases.

Alternative Actions for Federal, State, and County Governments:

Streamline the system for committing monies to various recreation projects and shorten the time needed for grant applications, at least for "opportunity acquisitions," by developing a system of priorities that can make immediate determination of project eligibility or ineligibility. Obtain immediate land appraisals, of which no more than two should be required.

Encourage the efforts of existing nonprofit land acquisition agencies such as the Nature Conservancy, the Trust for Public Land, and the Greater Miami Conservancy District, to accomplish immediate acquisition of critically needed parcels of open space that can be held for eventual sale to suitable public land managing agencies for preservation and/or recreational use.

Alternative Federal Actions:

Allocate federal grant monies directly to the local units of government without review or input by the state or county in the allocation process.

Consider expansion of the state's contingency reserve monies in the LWCF to be used for desirable "opportunity acquistions."

Consider the establishment of a portion of the LWCF to be used only for the immediate purchase of deserving and qualified "opportunity acquisitions."

Consider the establishment of a portion of some other existing federal fund such as revenue sharing or community development funds for the immediate purchase of deserving and qualified "opportunity acquisitions."

Consider the establishment of a separate fund to be used strictly for the immediate purchase of deserving and qualified "opportunity acquisitions."

The presence of unreasonable and outdated guidelines or requirements and the inflexibility of federal grant programs has hindered the ability of local recreation agencies to utilize federal monies effectively and efficiently.

The Comprehensive Employment and Training Act (CETA) requirements of a 15-week unemployment period and $10,000 maximum salary has prevented the agencies from hiring some of the people they would like to hire.

Equal Employment Opportunity (EEO) guideline compliance requirements cause great delays in purchasing and increased costs for agencies. LWCF and other federal sources of funding do not provide for the use of operations and maintenance monies. LWCF

provides only a very limited amount of money for the construction of indoor recreational facilities under very strict criteria.

Some of the study area neighborhoods most deserving of attention have difficulty in qualifying for CDBG monies and Health, Education and Welfare (HEW) Title 20 monies because of the strict criteria on population and income. Also, a February 1977 U.S. Department of Housing and Urban Development (HUD) regulation change has in effect changed the rules under which some deserving parcels of recreational land were acquired with CDBG monies, thus rendering them unqualified for development with CDBG monies.

Local jurisdictions have reportedly avoided emphasizing the use of CDBG nonentitlement (or discretionary) funds for park and recreation projects because of the emphasis on housing in HUD guidelines for this category of CDBG monies. The emphasis on HUD CDBG entitlement monies for use in housing has not been so strong. Consequently, Hamilton County and the cities of Hamilton, Covington, Middletown, Cincinnati, and others designated as urban county entitlement units have tended to allocate a larger share of their monies for park and recreation purposes than have those jurisdictions which are eligible to receive discretionary funds only.

Office for Equal Opportunity (OEO) guidelines on family income are outdated and prevent many deserving disadvantaged youths from participating in the federally funded Law Enforcement Assistance Administration (LEAA) program.

Alternative Federal Actions:

Select or establish a single agency to administer the numerous federal programs relating to recreation, so as to improve their effectiveness.

Revise all unreasonable and outdated guidelines or requirements to improve the flexibility of federal grants programs, thus improving their effectiveness in meeting recreational needs.

Revise CETA requirements to permit a shorter time of unemployment and a higher maximum salary for a portion (perhaps 10-20 percent) of all CETA employees. This would give participating agencies greater flexibility in hiring personnel.

Consider the establishment of a separate program with different criteria, in which a higher minimum salary would be allowed and a shorter time of unemployment required. This also would give participating agencies greater flexibility in hiring personnel.

Revise EEO guidelines to prevent unnecessary delays in purchasing and increased costs and to encourage, not discourage, the bidding of private contractors.

See the alternatives on the use of LWCF monies and other federal sources of funding for operations and maintenance monies under the issue dealing with the need for operations and maintenance monies.

See the alternatives on the use of LWCF monies for the construction of indoor facilities under the issue dealing with the need for indoor facilities.

Consider the revision of criteria concerning population and income to permit a percentage of the HUD CDBG monies and HEW Title 20 monies to be utilized for neighborhoods that need recreational facilities and social services but are not now able to qualify.

Provide for the establishment of a separate program and/or funding source that would use criteria that would permit participation of neighborhoods not qualified under present programs.

Revise the criteria for allocation of HUD CDBG nonentitlement monies to encourage their greater use for park and recreation purposes.

Provide for the establishment of a separate program and/or a funding source that would use criteria that would permit greater funding for recreational purposes in areas not now designated as entitlement units by HUD.

Provide for a period of retroactivity that would permit parcels acquired with CDBG monies under the previous regulations to be considered for development under the same regulations.

Revoke the 1977 HUD regulation change.

Consider revising the OEO guidelines on family income to allow for annual inflation, so as to keep the family income guidelines current.

Consider revising the OEO guidelines on family income by establishing a higher family wage that not only would allow for annual inflation but also would raise the wage per se. This would permit a larger number of deserving low-income families to participate in various federal programs.

FACILITIES AND STAFFING ISSUES

The majority of local jurisdictions place a low priority on recreation relative to other community services. The result is inadequate numbers and sizes of parks and recreational areas and facilities, insufficient staffing, and low quality recreational programming.

This issue is essentially a local problem that requires local action. However, the federal government could play a catalyst role by stressing the importance of recreation and making a stronger commitment of funds. The state of Ohio could establish a similar policy at the state level.

Alternative Federal and State Actions:

The federal government should establish a national policy emphasizing the importance of recreation by stressing its positive effects on citizen health, happiness, and safety. This policy would be supported by the results of government-sponsored research dealing with the beneficial effects of recreation and its role in crime prevention. The state of Ohio is encouraged to develop a similar policy.

Federal and state governments should commit more federal monies to support the acquisition, development, programming, and operations and maintenance of recreational lands and facilities in urban areas as an incentive to local commitment.

Alternative Actions for Local Governments:

Give recreation a higher priority relative to other community services, recognizing the important role it can play in improving health, happiness, and the general welfare of community residents.

See that recreation is better coordinated with other city departments to improve efficiency and cut costs.

Local and county level recreation agencies (particularly in townships and small cities) do not have the staff necessary to perform adequate long-range planning functions which will ensure the provision of sufficient recreational resources in the future. Others, including the Hamilton County Regional Planning Commission, lack knowledge concerning the implementation of plans and recreation standards, and need information about land protection methods other than fee acquisition.

Alternative Actions for Local or County Agencies:

Consult the two existing areawide regional planning authorities, Ohio-Kentucky-Indiana Regional Council of Governments and the Northern Kentucky Area Planning Commission (NKAPC). Both offices have planning capabilities and are available by request to provide advice in planning.

Seek advice from the National Park Service and the Bureau of Outdoor Recreation relevant to cultural and historic resources, scenic rivers and trails, the implementation of plans and recreation standards, and information on land

protection methods. The Corps of Engineers and Soil Conservation Service can offer technical assistance pertinent to river corridors, floodplain lands, surface runoff, and other water-related situations.

The need for additional quality recreation personnel (including volunteers) in many local recreation agencies hinders the agencies' ability to provide more effective programs. This problem is not due to the unavailability of sufficient numbers of qualified people. It is partly a result of the relatively low priority given recreation in most jurisdictions or the policy of the agencies to substitute capital expenditures (acquisition and development) in lieu of hiring additional personnel. To this extent the need for recreation personnel is a local problem that can be addressed by the responsible agency.

Alternative Actions for Local Agencies:

Adjust priorities to hire additional quality personnel.

Seek out and use as many volunteer personnel as possible.

Alternative Federal Actions:

Permit a portion of HUD CDBG and/or revenue sharing monies to be used for the hiring of recreation personnel.

Provide for a portion of the LWCF to be used for the hiring of recreation personnel.

Revise CETA requirements to permit a shorter time of unemployment and a higher maximum salary for a portion (perhaps 10-20 percent) of all CETA employees. This would give participating agencies greater flexibility in hiring personnel.

Revise the CETA and revenue sharing programs to include funding assistance for equipment and supervisory personnel. This will offset burgeoning costs of participation in such federal programs.

Consider the establishment of a separate program or programs that would provide different criteria, including a higher minimum salary and a shorter time requirement for unemployment. This would give participating agencies greater flexibility in hiring personnel.

Although long-range planning is practiced, local officials are sometimes insensitive to the importance of recreation. The preoccupation of local officials with short-range immediate concerns such as zoning changes and tax revenues from commercial,

industrial, and subdivision development causes local units of government (particularly townships) to provide insufficient recreational opportunities and to permanently forego the purchase of lands suited for open space and recreation.

The provision of sound long-range planning is a step in the right direction. However, unless these plans are accepted and implemented by local units of government they will do nothing to resolve the situation. It appears there is a state and/or federal role required to help correct this dilemma.

Alternative Actions for State and Federal Governments.

Promote a continuing public information program emphasizing the value of open-space lands and the undesirability of increasing development, while extolling the personal rewards of preserving a portion of our national heritage and the substantial tax benefits to be achieved through the individual donation of such lands.

Implement a tax incentive program for property owners to reduce or totally eliminate taxes in return for an agreement not to develop their land.

Encourage land banking. Under this type of program open-space lands with high potential for recreation, including those in floodplains, are acquired by quasi-public or private organizations and retained until such time as their acquisition, development, and management can be assured by a public agency.

The federal government and the state of Ohio should each establish a land-use planning policy.

Alternative Actions for State Governments:

Provide for the establishment of regional planning authorities in all SCSA regions, such as the Ohio-Kentucky-Indiana Regional Council of Governments and the Northern Kentucky Area Planning Commission, whose plans and recommendations must *by law* be considered carefully by all local units of government.

The state of Ohio should provide for river corridor lands which fall under flood control constraints to be retained under rigid land-use zoning until they can be acquired by appropriate public agencies. These lands, before facility development, may be utilized for environmental education purposes.

There is a scarcity of undeveloped land suitable for acquisition for open-space and/or recreational development in the inner cities. Many neighborhoods in each city are deficient in recreational resources and facilities, particularly for active recreation.

The problem is primarily a result of past failures of the cities to anticipate the need for sufficient open space and recreational lands.

Alternative Action for City Governments:

Instead of providing open-space and outdoor recreational facilities, plan to provide more indoor facilities in the form of community recreation centers.

Make greater use of existing school facilities for public recreational activities.

Consider clearing additional portions of the city, such as residential slums or old business or warehouse facilities, for conversion to recreational use.

Alternative Actions for Federal and State Governments:

Encourage land banking, particularly in the inner cities. Under this type of program, open-space lands with high potential for recreation, including those in floodplains, are acquired by quasi-public or private organizations and retained until their acquisition, development and management can be assured by a public agency.

The state of Ohio should provide for river corridor lands which fall under flood control restraints in the inner cities to be retained under rigid la[illegible]-use zoning until they can be acquired by appropriate public agenci[illegible] [illegible]hese lands, before facility development, may be used for environmental ed[illegible]ion purposes.

The federal governmen: should give priority to converting HUD repossessed properties and federal surplus real properties in the inner cities to recreational use.

Greater emphasis is being placed on providing indoor recreational facilities, in response to a greater demand for indoor recreational activities and in view of the year-round opportunities that indoor facilities provide.

Community schools are an important source of recreational facilities; however, permission for public use of schools during nonschool hours is difficult to obtain. See also the discussion of the issue of public school use for recreation.

Older structures can provide excellent areas for indoor recreation, many times at a lower cost than that of constructing new buildings. Some structures also have historical significance that warrants their preservation. However, many units of government place a low priority on rehabilitation of older structures.

In Cincinnati the Department of Parks and the Department of Recreation are exceptions to this latter premise. Both have stressed the rehabilitation of older buildings, particularly for historical reasons and for conversion to community recreation centers.

Alternative Federal Actions:

Increase the existing HUD CDBG and/or revenue sharing monies so as to provide additional monies for construction of indoor facilities and rehabilitation of older buildings. Provide for a portion of these funds to be used for the hiring of recreation personnel.

Establish a separate federal funding source for construction of indoor recreational facilities, hiring of personnel, and rehabilitation of older structures.

Provide for a portion of the LWCF to be designated for construction of indoor facilities and/or hiring of personnel. Through Bureau of Outdoor Recreation (BOR) policy, encourage greater use of LWCF monies for rehabilitation purposes.

Convert HUD repossessed properties and/or federal surplus real property, establishing recreation as the priority use.

Alternative Actions for State and Local Governments:

Adjust priorities to provide additional monies for construction of indoor facilities, hiring of personnel, and rehabilitation of older structures.

Local units of government should establish closer ties with community schools and emphasize hiring additional personnel, so as to make greater use of school facilities for public recreation (see also discussion of the issue of school use).

Community schools could provide an excellent location for public recreation. Although cooperation between school systems and some local recreation agencies has resulted in recreational use of schools, there is, in many instances, a need for improved cooperation. Some communities have only limited cooperative programs, or virtually none.

A principal deterrent to improved cooperation is the lack of sufficient personnel to conduct recreational programs and to prevent vandalism of school facilities. Without adequate personnel, school authorities are reluctant to permit public use of facilities.

An Ohio statute requires that all lease agreements to use school properties contain an unrestricted lease cancellation clause to return all lands to full control if the school should require the lands for its use. This law has discouraged local units of government from constructing recreational facilities on school properties. It also precludes the use of LWCF monies on school properties, because section 6F of the LWCF act requires that no property acquired or developed with assistance under this section be converted to other than outdoor recreational use without the approval of the Secretary of the Interior.

Alternative Federal Actions:

Provide for a portion of the HUD CDBG and/or revenue sharing monies to be used for the hiring of recreation personnel.

Provide for a portion of LWCF monies to be used for the hiring of recreation personnel.

Consider increased funding for the CETA program to permit hiring of additional recreation personnel.

Establish a separate federal funding source to be used for the hiring of recreation personnel.

Alternative Action for the State of Ohio:

Consider the repeal or a revision of the state statute that has discouraged the construction of recreational facilities on school property, so that schools can be more effectively utilized as a community resource.

Alternative Actions for Local Governments:

Try to resolve the situation created by the state law through agreements that will permit construction of recreational facilities on school properties.

Improve cooperation with school districts for more efficient use of existing active recreational facilities. This cooperative effort should be accompanied by a stronger commitment by the local jurisdictions to provide sufficient personnel to operate recreational programs for the public at school facilities.

PROGRAMMING AND USAGE ISSUES

The presence of crime and vandalism at some parks and recreational areas is costly and sometimes discourages residents from using these facilities. Fear of child beaters

or molesters and the presence of older children who intimidate younger ones at neighborhood tot lots and playgrounds has caused many families to forbid their children to use nearby facilities.

Some recreation agencies use high lights, flat roofs, surfaces not easily marked, and unbreakable materials to discourage vandalism. They employ immediate corrective measures to discourage further destruction or damage. Two jurisdictions employ their own police forces to maintain law and order at each of their areas, while in another the local police force maintains watch over the city's parks and recreational areas.

Alternative Federal Action:

The federal government should serve an ancillary role by sponsoring research and offering technical assistance and information on the use of personnel and design of facilities to curb crime and vandalism.

Alternative Actions for Local Governments:

Consider measures described to help curb vandalism and the incidence of crime at parks and recreational areas. Obviously not all recreation and parks departments can employ their own park police, but they could perhaps better utilize existing police authority and consider the hiring of a special deputy or park employee to watch over parks and recreational areas and facilities.

Employ personnel to supervise the activities of children at neighborhood playgrounds and tot lots.

Seek out volunteers to supervise the activities of children at playgrounds and tot lots.

Other Local Alternatives:

Neighborhood mothers should form groups in which they take turns supervising the play of children at these areas. This is being done in some Cincinnati neighborhoods.

Local police should designate a person or persons responsible for watching over the play of children at these areas.

Cincinnati's organized sports programs, especially in baseball and softball, are so large that most city-owned ball diamonds are taken up by organized leagues during the

popular late afternoon and evening hours. Local neighborhood residents and others excluded from using the facilities at these times are resentful. It is suspected that a similar problem occurs in other jurisdictions that support organized sports programs.

The Ohio State Comprehensive Outdoor Recreation Plan (SCORP) suggests that "the concept of regional field development now practiced in Cincinnati should be enlarged to free local (neighborhood) facilities for casual pickup games and individual outdoor activities. The regional fields approach is designed to permit concentration of ball diamonds and similar facilities in special peripheral locations for organized team sports engaged in by people with a relatively high level of mobility."

Alternative Actions for the City of Cincinnati:

Consider the exclusion of those players not now residing or working in the city.

Consider charging ball field fees to persons not working or residing in the city, the money to be used for buying additional sports facilities.

Consider reducing the scope of the organized sports program, thereby freeing some ball diamonds for use by neighborhood residents.

Some citizens, especially those lacking in mobility, are insufficiently informed of the existence and location of parks and recreational areas and of nonpublic community programs, the means of reaching them, and the nature of the facilities and programs.

Alternative Actions for Local Governments:

Through newspapers, radio, TV, and the yellow pages of the telephone directory, publicize the nature and location of recreation-related facilities and programs.

Publish brochures and informational booklets explaining recreational facilities and programs. Make these available not only at parks and recreation offices and facilities, but at grocery stores, drug stores, banks, and other public places.

Handicapped, elderly, or low-income persons and those who do not own or have access to cars find it difficult to reach parks and recreational areas beyond walking distance. These persons are found especially in the inner cities of the SCSA study area.

Freeways, heavily traveled streets, or railroads sometimes are physical barriers that prevent would-be users, particularly neighborhood children, older people, and the handicapped from visiting nearby parks and recreational areas.

Alternative Federal Actions:

At locations where a federally subsidized project such as an interstate highway blocks access to a nearby park or recreational area, and where access to the park for residents on the opposite side of the highway would be desirable, the U.S. Department of Transportation should help pay the cost of providing a pedestrian overpass at the same rate at which it helped finance construction of the highway.

The U.S. Department of Transportation, in cooperation with the state and the city of Cincinnati, should give high priority to the implementation and development of the Cincinnati Bikeway Plan and to other bikeway plans as they are developed.

Alternative Actions for Local Governments:

Consider the use of federal monies available under the Federal Aid Highway Act of 1976 to construct bikeways and pedestrian walkways in conjunction with highway rights-of-way.

Consider the construction of pedestrian walkways across highways, streets, and railroads at locations where access to parks is unavailable but desirable.

Consider providing special transportation for those needing it to reach parks and recreational areas from which people are physically separated.

Consider establishing mobile recreational programs to reach residents who are unable to go to parks and recreational facilities because of the presence of unsafe freeways, streets, or railroads.

Emphasize development of neighborhood facilities with a commensurate redirection of federal programs.

Actively seek assistance from local business and industry to help support transportation for those who need it to parks and recreational facilities.

Encourage the expansion of transportation services now offered by the YMCA, YWCA, churches, boys' clubs, and others.

Consider the operation of an off-season or weekend bus service to be operated by volunteers, community service workers, or off-duty personnel. This effort would be supported by the use of federal monies through Urban Mass Transportation Administration (UMTA) or HUD or private monies from business and industry.

The cities of Cincinnati and Hamilton should consider expanding their publicly owned bus systems to include the routing or rerouting of existing lines to popular parks and recreational facilities, including those of the Hamilton County Park District and the Butler County Park District. This effort would be supported by increased federal funding beyond that now provided through the UMTA.

There is growing interest in providing progressive and innovative programs in recreation such as arts and crafts programs (including activities in the performing arts), environmental education, programs for the handicapped and the elderly, bikeway systems, and mobile recreation programs.

Alternative Federal Actions:

Establish a federal funding assistance program oriented to recreational program support in the local jurisdictions.

Consolidate federal programs through the establishment of one federal agency to which local agencies could go for technical assistance, including advice on recreational programs.

Alternative Action for Federal and Ohio State Governments:

Sponsor and finance research that will determine user desires in recreation and suggest improvements in the design of facilities for the handicapped. Information on these subjects should be made available to local jurisdictions.

Alternative Actions for Local Governments:

Seek advice on innovative programs from the Ohio DNR, the Bureau of Outdoor Recreation, the National Park Service, the Forest Service, and other federal agencies concerned with recreation.

Consider the use of federal monies available under the Federal Aid Highway Act of 1976 to construct bikeways and pedestrian walkways in conjunction with highway rights-of-way.

Encourage private industry and businesses to donate monies, and encourage talented groups and individuals to donate their services to support and conduct programs, particularly in the performing arts.

Rearrange priorities to better implement innovative programs. Through imagination and initiative, and with the advice of other local governmental units and private enterprise, find out what types of programs are needed and desired.

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NATIONAL URBAN RECREATION STUDY

27

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ADMINISTRATION AND ORGANIZATION

FEDERAL, STATE, COUNTY, AND CITY RESPONSIBILITIES

The consensus in the SCSA seemed to be that there is no role for higher levels of government to manage local facilities meeting regional needs unless the facilities are of national significance. The role prescribed related instead to the need for financial and technical assistance. Because of the strong "home rule" philosophy in the state of Ohio, local jurisdictions are reluctant to encourage direct outside operational assistance.

There are no large federal recreational facilities in the Cincinnati-Hamilton SCSA. The National Park Service administers the William Howard Taft National Historic Site, which consists of the home in which Mr. Taft lived as a child, in the Mount Auburn district of the city. The Corps of Engineers (COE) provides several boat ramps along the Ohio River but, except for very occasional maintenance after installation, is not actively involved with their operation. However, both Caesar Creek State Park and East Fork State Park are Corps reservoirs for flood control of the Little Miami River and the East Fork. Each provides substantial recreational opportunities for both land- and water-based activities. The Soil Conservation Service (SCS) is active in the area's runoff and flood control projects, with recreation playing a secondary role in SCS projects.

There are several examples of city and county parks in the SCSA, including Cincinnati's Mount Airy Forest and several Hamilton County Park District (HCPD) parks, such as Winton Woods and Miami Whitewater Forest, that meet regional needs.

Facilities in Cincinnati are managed either by the Cincinnati Department of Recreation or the Cincinnati Department of Parks. Maintenance funds have been cut for the past 3 years; 1,000 city employees were laid off this year, and much of the equipment is obsolete.

Newport, Kentucky, has vastly inadequate recreational development to serve the densely populated city. Operations and maintenance funds for recreation decline each year.

The Hamilton County Park District operates on the precept that a park should pay for itself. This basic premise, in association with the support of county residents and strong leadership, ensures a successful county park system. Entrance fees are charged on a daily or seasonal basis. Fees also are charged for golf, boat rental, horses, and food services.

Hamilton County voters passed a half-mill levy in 1973 to benefit the park district. Passage of this levy apparently was in response to the pledge of the park district that additional land would be acquired and that it would be preserved in a natural state. The system consists of seven major areas and several smaller preserves and sanctuaries — a total of nearly 8,000 acres. None of the HCPD's facilities are more than a 25-minute drive from any point in the county.

COMMERCIAL RECREATION ROLES

Discussions indicated a role for the private sector in providing recreational opportunities in the entertainment category, including professional (spectator) sports, the theater, and amusement parks such as nearby Kings Island, and in providing marinas, golf courses, tennis courts, and roller-skating facilities. However, the Cincinnati Department of Recreation also sees an increased role for itself in providing marinas, swimming pools, tennis courts, and health clubs, particularly if the private sector is unable to do so. It points out that public ownership makes lower fees possible.

Despite overlapping responsibility, the jurisdictions agreed that little or no competition exists between public agencies and the private sector. Public agencies indicated that they deliberately avoid undercutting the private price structure.

An interesting situation in the city of Cincinnati illustrates how public and private sectors can cooperate in providing recreational services. A number of formerly private golf courses which failed financially have been bought by the city and are being publicly managed by the city recreation department. As mentioned previously, the golf courses are self-supporting.

OPPORTUNITIES FOR COOPERATION

With Nonprofit Groups

There is considerable evidence of cooperation between public agencies and private nonprofit agencies in the SCSA, particularly in the city of Cincinnati. Quasi-public agencies such as the Boy Scouts, Girl Scouts, youth clubs, organizations of the handicapped, senior citizens, and churches are offered the opportunity to use public parks and recreational areas.

As explained in appendix B, the Cincinnati Department of Recreation and Department of Parks cooperate extremely well, sharing recreational facilities and conducting programs on each other's properties.

While several public and quasi-public agencies within a jurisdiction may provide the same kind of recreational opportunity, the policy or philosophy of an organization may preclude use by most citizens. For example, church programs are primarily for members of churches or at least for members of the same religion; YMCA and YWCA programs are for paying members, and housing authority programs are for residents. Such orientation toward specific users groups limits the opportunities for cooperative use.

With Schools

More attention should be given to additional cooperation between the jurisdictional government authorities and schools in the study area. The Cincinnati Department of Recreation, Department of Parks, and Planning Commission; the city of Hamilton; the city of Newport; Colerain Township; and a large number of neighborhoods in all these jurisdictions recognized the need to work more closely with boards of education in providing school facilities and beneficial recreational programs to the residents of the communities.

Little use is made of school facilities in Colerain Township and the city of Newport. Cooperation between the schools and the Hamilton Recreation Department exists but is limited. Cincinnati has carried on an active and nationally recognized program of cooperation with the city schools in recent years. The city has constructed a number of community recreational centers and outdoor facilities on school property. However, this cooperation needs to be expanded to include all schools in the city. Some schools have hesitated because of the inability of the recreation department to provide personnel necessary to prevent vandalism. The latter situation also applies in the case of the other jurisdictions.

Many neighborhoods recognize that better cooperation between responsible recreation authorities and schools can bring economic advantages and recreational benefits. The lighted school programs permitting public use of school facilities during nonschool evening hours have been reduced in Cincinnati and Hamilton because of recent cuts in city budgets.

HUD regulations have required that federal monies cannot be used to provide facilities on school properties. It is not known to what extent this regulation has deterred the city from utilizing CDBG monies to build community recreation centers or other facilities on school properties. As discussed in appendix B, the city of Cincinnati has had a very active program of cooperation with the schools. However, most monies used to build facilities on school properties have been capital funds. CDBG monies have not been used to construct community recreation centers. The city recreation department indicated that HUD recently eased the situation by permitting expenditure of CDBG monies on school properties when the facilities are to be made available for use of the general public.

An Ohio statute requires that all lease agreements to use school properties contain an unrestricted lease cancellation clause which returns all lands to full school control if the school requires the land for its use. This law has discouraged local units of government in the study area as well as elsewhere in the state from constructing recreation facilities on school properties. Cincinnati apparently has an agreement with the school; the city recreation department has built a number of recreational centers and other recreational facilities on school properties over the years.

This statute precludes use of LWCF monies on school properties because of the provision of Section 6(f) of the LWCF Act. That provision stipulates that property acquired or developed with assistance under this section should not be converted to other than outdoor recreation use without the approval of the Secretary of the Interior.

Because of the implications of the Ohio law, the state has encouraged the schools to sell or donate their properties to local jurisdictions.

RECREATIONAL PRGRAMMING COORDINATION

Of Federal Agencies and Programs

Only one jurisdiction, the city of Hamilton, indicated need for a consolidated federal grants program; however, several jurisdictions, including Hamilton, the city of Newport, and Colerain Township, complained of the difficulty of learning about various federal funding programs in recreation. This is understandable considering the large number of agencies and programs concerned with recreation. Some agencies offering direct and indirect funding programs are the National Park Service; Fish and Wildlife Service; Bureau of Outdoor Recreation; Department of Housing and Urban Development; Soil Conservation Service; Forest Service; Department of Labor; Department of Treasury; Department of Health, Education and Welfare; and the U.S. Army Corps of Engineers.

Across Political Boundaries

As explained in each jurisdictional analysis in appendix B, the various jurisdictions in the SCSA have considerable legal authority, which allows them to receive donations, exercise the right of eminent domain, acquire less-than-fee interest in lands, manage lands and operate programs outside jurisdictional boundaries, permit concessions on their lands, enter into long-term lease arrangements, and use the services of volunteers.

Examples of the use of this type of authority are Cincinnati's operation of golf courses and French Park outside the city limits, Hamilton's operation of Joyce Park in neighboring Fairfield Township, Cincinnati's development of a tot lot on private gas company lands and a playfield on a railroad's property, and the Hamilton County Park District's perpetual lease on the Corps of Engineers reservoir at Winton Woods and lease with an

oil company to preserve land along the Ohio River. The state of Ohio has entered into cooperative agreements with the Corps of Engineers to manage state parks at the Corps' Caesar Creek and East Fork Reservoirs. The state manages the portion of the Little Miami River designated a component of the National Wild and Scenic Rivers System, reaching downstream to just below Foster, Ohio, in southwest Warren County.

The legal authority to coordinate recreation acquisition, development, and management across political boundaries seems in most cases to be available. The major problem in realizing effective coordination lies principally in the occasional unwillingness of various levels of government and jurisdictions to cooperate.

Throughout the SCSA

There is undoubtedly some competition for resources and fragmentation of effort occurring in the Cincinnati-Hamilton SCSA. However, a cooperative spirit exists between agencies like the Cincinnati Department of Parks and the Cincinnati Department of Recreation and between these departments and others, including the Cincinnati Planning Commission and the Hamilton County Park District.

Cooperation among different levels of local government — counties, cities, and townships — is difficult to achieve. Because of this and the difficulty in arranging services, a need for a regional or metropolitan form of government is foreseen by the Cincinnati Department of Recreation, the Department of Parks, the Planning Commission, and a city councilman. The Hamilton County Regional Planning Commission (HCRPC) implied the need for a regional system of government (without directly suggesting it) when explaining HCRPC's limited effect on political decisions of small municipalities and townships in Hamilton County. Several sources, however, acknowledged the great unlikelihood that a regional government could be formed in the foreseeable future because of the independent nature and desire for local control of various jurisdictions.

There are two special purpose parks and recreational agencies operating within the SCSA — Hamilton and Butler County Park Districts. The former manages nearly 6,000 acres of regional parklands in Hamilton County, which provide significant recreational opportunities within the study area. Because of the smaller acreage managed by the Butler County Park District (BCPD) (1,500 acres) and its greater distance from the center of the SCSA, this agency does not serve as many people in the SCSA as does the HCPD.

The Ohio-Kentucky-Indiana Regional Council of Governments provides a comprehensive planning service that addresses the need for acquisition and development of parklands, in addition to other government service needs in the nine-county area. The Northern Kentucky Area Planning Commission conducts studies and advises on recreational development in Kenton and Campbell Counties. Each of these agencies provides valuable services in managing existing and planning for future parks and recreational

lands and facilities. Each of the other counties in the study area should consider the creation of a park district similar to those in Hamilton and Butler Counties.

PERSONNEL

From discussions with recreation administrators and managers it was evident that there is no scarcity of qualified personnel in the SCSA. However, the need for additional personnel, including volunteers, was recognized by the Cincinnati Department of Parks and Department of Recreation and by a number of neighborhoods in the city. Although the parks and recreation departments operate large, comprehensive, and effective programs, each felt a need for additional personnel to make programs even more effective. Increased numbers of personnel could bring recreational services to more residents, particularly programs dealing with arts and crafts and environmental education.

The city of Newport Department of Recreation and Colerain Township also acknowledged needs for more personnel. Newport operates with a minimum recreation staff. Colerain Township does not have a permanent recreation staff.

The problem seems to stem from lack of priority given to hiring needed personnel and/or from the limited funds available for hiring. Insufficient staffing sometimes occurs because of agency policy or local decisions to keep staffing at a minimum, to emphasize development rather than to hire additional personnel, or to hire professional staff while neglecting the need for maintenance personnel. Some jurisdictions recognized the need to upgrade the recruitment and training of employees, especially summer playground personnel.

As discussed, the city of Hamilton complained of uncertainty in receiving Department of Labor CETA funds, while Cincinnati expressed the opinion that the CETA program was beneficial, but questioned its effectiveness in meeting long-term needs.

The Cincinnati Department of Parks and a neighborhood association indicated that the layoff of CETA workers before the layoff of regular municipal employees (a federal requirement) has greatly hindered the department's operation in the past. The Department of Parks and Department of Recreation also indicated that the maximum income level of $10,000 and the unemployment criteria of 15 months for Title 6 (public service) jobs does not permit the departments to hire the people they want.

Although the CETA program has been continuous, the cities of Hamilton and Cincinnati both expressed fear that it might one day be reduced in scope or discontinued. Despite these shortcomings, both Cincinnati and Hamilton admitted they would have serious problems in hiring personnel without the CETA program.

BUDGET COMPARISONS

With the exception of the city of Cincinnati, the other study area jurisdictions of Colerain Township and the cities of Hamilton and Newport have given recreation a low priority relative to other government services (see table 2). Newport's recreation budget has consistently been under 2 percent of the total during the years 1971-1976. During the same period, Hamilton's recreation budget has represented only 2½ to 3 percent of the total budget. However, the recreation *per* capita expenditures for Hamilton are nearly half as much as Cincinnati's (see table 3). Colerain Township's budget percentage has averaged somewhat higher than Hamilton's over the 6-year period. As

a result of larger capital expenditures for acquisition and development, the budget for recreation reached nearly 5% percent in 1975. However, the extremely low per capita expenditures for recreation in Colerain Township reflect the very low expenditures made by the township not only on recreation but also on other government services.

TABLE 2

RECREATION AS A PERCENT OF TOTAL JURISDICTION BUDGET
CINCINNATI SCSA

	1971	1972	1973	1974	1975	1976
City of Cincinnati	14.78	16.56	20.24	16.93	18.19	19.80
City of Hamilton	2.68	2.90	2.64	2.52	2.88	2.99
City of Newport	1.91	1.62	1.85	1.69	1.84	1.79
Colerain Township	3.40	3.47	2.46	2.56	5.69	2.37
Hamilton County Park District	100.00	100.00	100.00	100.00	100.00	100.00

TABLE 3

ANNUAL PER CAPITA EXPENDITURES FOR RECREATION
(In Dollars)

	1971	1972	1973	1974	1975	1976
City of Cincinnati	16.95	19.34	26.14	29.57	35.58	
City of Hamilton	8.56	9.54	11.43	11.76	14.59	15.81
City of Newport	1.70	1.57	1.82	1.84	2.38	
Colerain Township	.286	.28	.273	.271	.44	
Hamilton County Park District	.99	.98	1.11	3.17	3.59	4.45

The expenditures for the three jurisdictions tend to reflect the relatively low priority given to recreation. On the contrary, an analysis of Cincinnati's budget reveals a major commitment of the city to recreation, with expenditures ranging from about 15 percent to more than 20 percent, a mean of 17% percent of the entire city budget for the years of 1971-1976. Per capita expenditures were $16.95 to $35.58 for the same period.

TABLE 4

SOURCES OF INCOME – 1976

	CINCINNATI		HAMILTON		NEWPORT		COLERAIN TOWNSHIP		HAMILTON CO. PARK DISTRICT	
Source	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
General Fund	8,447,000	53	$402,600	33	$54,450	99	$25,843	53	308,950	7
Local Taxes									2,617,424	61
Donations	37,000	.02	17,700	1					7,775	.01
User Fees and Royalties	1,803,000	8.8	317,200	26					1,200,000	28
Federal Grants	5,398,000	38	475,800	39	550	1	22,500	47	148,681	3

TABLE 5

TOTAL PER CAPITA RECEIPT OF FEDERAL RECREATION ASSISTANCE

Jurisdiction	Administering Agency	Type	1971	1972	1973	1974	1975	1976	1977
Hamilton County	Hamilton County Park District	BOR							
		LWCF				.019	.058	.03	.24
		CDE						.08	.018
		HUD							
		Open Space			.05				
		Total			.05	.02	.06	.11	.26
Cincinnati	Board of Park Commissioners, Recreation Commission	LWCF, CETA, Revenue Sharing CDBG, Agriculture, Open Space Rec. Services, ACTION	.97	2.74	6.56	5.15	12.16	13.63	
Hamilton	Department of Parks and Recreation	LWCF, CETA, Revenue Sharing Work Study, CDBG	.33	.96	3.18	6.71	5.94	8.09	
Newport, Ky.	Department of Parks and Recreation	Revenue Sharing			2.34	4.86	.80	.01	
Colerain Township	Department of Parks and Recreation	Revenue Sharing CDBG		.23	.81	.66	.52		

The per capita expenditures of the Hamilton County Park District are not high. However, these expenditures are spread over the entire county population, including the city of Cincinnati.

RECREATION INCOME

Overview of Sources

An analysis of table 4 indicates that the sources of funds in the SCSA during 1976 varied considerably in some jurisdictions. Colerain Township and the cities of Cincinnati and Hamilton relied heavily on federal grants in 1976 to supplement their general fund monies. In Hamilton and Colerain Township the amount of federal monies exceeded or nearly equaled those from the general fund. Both Cincinnati and Hamilton also received substantial monies from user fees and royalties. On the other hand, Newport received only 1 percent of its monies from federal sources in 1976. However, as indicated in table 5, it relied more heavily on federal grants as a source of income in 1973, 1974, and 1975.

In Cincinnati and Hamilton, monies generated from some user fees, concessions, and royalties were returned to the general funds for reapportionment. Golf green fees, the largest source of user fees in these two cities, are used to operate and maintain the public golf courses and enable them to be self-sufficient. Fees charged at community recreation centers in Cincinnati are used for operations and maintenance of the centers.

All the jurisdictions analyzed exhibit an increasing dependence on federal programs to support their parks and recreation budgets. The percentages of federal monies used in the various jurisdictions during the period 1971-1976 are shown in table 6. Although the percentage of the budgets obtained from the federal government has

TABLE 6

FEDERAL PERCENTAGE OF TOTAL RECREATION BUDGET

Jurisdiction	1971	1972	1973	1974	1975	1976
Hamilton County			4.0	0.7	0.4	3.0
Cincinnati	15.5	16.4	43.0	35.0	32.5	38.0
Hamilton	11.0	8.0	14.0	31.0	33.0	39.0
Newport			56.0	88.0	33.0	1.0
Colerain Township		46.0	75.0	71.0	36.0	47.0

decreased in some instances, the total dollar amount received has increased in all jurisdictions except Newport, which is scheduled to receive a large LWCF grant in 1977.

Acquisition and development of parks and recreation areas would be severely handicapped in the SCSA without the support of federal grants.

Federal Sources

Importance of Federal Funds. Federal funding has been essential to the progress experienced in recreation in the SCSA during the past 15 years. Information obtained from interviews and documents indicates that federal assistance programs significantly influenced progress in acquisition and development in many areas, sometimes to the neglect of providing adequate operations and maintenance funding. The Department of the Interior and the Department of Housing and Urban Development have been the leading federal agencies providing assistance for parks and recreation in the SCSA. The HUD CDBG program, HUD 701 planning assistance monies, and LWCF monies have made important contributions to open space and recreation resource growth in the SCSA. Flood control projects sponsored by the Army Corps of Engineers at the Caesar Creek and East Fork Reservoirs, currently being developed as state parks, and the establishment of several boat launches along the Kentucky side of the Ohio River have been important recreational developments. Other federal funding sources include revenue sharing monies, CETA funds, and LEAA grants.

Several funding sources that could help local jurisdictions to increase recreational opportunities have not been effectively used in the SCSA, nor are agencies optimistic about their future use. Only minimal use has been made of HEW Title 20 monies, which can be used to fund social services, including recreation. Little use has been made of Economic Development Administration (EDA) funds for economic development projects, including recreation, or of Department of Transportation funding. EDA funds apparently are not readily available.

The underutilization of federal funding sources by local jurisdictions within the SCSA suggests an important consideration. The various federal funding sources do not have a coordinated approach to delivery of funds to local jurisdictions. Some funds are readily available for specific projects; others are subject to stiff competition. Still others, such as revenue sharing and CDBG monies, are based on criteria which preclude full participation by some of the jurisdictions in the SCSA. These latter sources also give local authorities responsibility for setting priorities, and recreation often is low on the list.

Timing and the unpredictability of income were concerns expressed by the parks and recreation agencies. The Cincinnati Department of Parks, the Cincinnati Planning

Commission, and the Hamilton County Park District suggested the need for a portion of the LWCF to be specifically designated for acquiring opportunity purchases. A Cincinnati city councilman, formerly a member of the parks board and also a former recreation commission member, implied this same need without specifically saying so.

Land acquisition was considered a high priority item by the city of Cincinnati, Colerain Township, the Hamilton County Park District and the Hamilton County Regional Planning Commission. Each agency felt that a fund for opportunity purchases could prevent the loss of these available lands that they assert now happens when they go through the normal LWCF application process. They maintain that too much time elapses between the time an application is first submitted and the time when the money is received (sometimes a year or more). The city councilman complained of the unreasonable time periods involved in obtaining adequate appraisals as required by the state for use of LWCF grant monies. He stressed a need to relax these time requirements.

The contingency fund is a special category of LWCF monies set aside only for emergencies or "contingencies," but it is limited in its effectiveness because of its small size and the great demands placed on it.

The cities of Hamilton, Newport, and Cincinnati and Colerain Township indicated that the receipt of LWCF monies and CDBG funds cannot be anticipated because of the long period of uncertainty as to whether monies will be provided at all. Hamilton had the same complaint about the CETA program. The Cincinnati and Hamilton departments of recreation indicated that Recreation Support Program monies and guidelines arrive too late in the year to be of maximum benefit.

It is important to note that LWCF monies are the only federal grant monies now available to park districts, including the Hamilton County Park District. Therefore, they represent an important source for the acquisition of opportunity purchases by park districts. Other federal grant monies, including CDBG and revenue sharing funds, are available only to municipalities and townships.

The cities of Hamilton and Newport and Colerain Township indicated that the termination of some federal programs has caused financial problems when they attempt to continue the programs. The unpredictable nature of program termination, combined with failure of the federal government to provide a phasing-out period, can understandably cause financial problems for local units of government.

Land and Water Conservation Fund. The most readily available information on federal assistance funding for recreation within the SCSA during recent years is that on the LWCF grant program. Counties in the SCSA appear to have received a fair share of Land and Water Conservation Funds. A total of nearly $9.5 million in LWCF grants

TABLE 7

LAND AND WATER CONSERVATION FUNDS ALLOCATED TO SCSA COUNTIES IN
OHIO AND KENTUCKY AS OF APRIL 1977
(Shown in Thousands of Dollars)

	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	Total
Ohio												
Butler	–	–	1.7 (1)	63.4 (1)	91.2 (1)	330.7 (2)	241.2 (1)	–	232.7 (2)	–	351.5 (4)	1302.4 (12)
Clermont	–	–	–	–	–	–	104.5 (1)	203.8 (1)	–	–	43.2 (2)	351.5 (4)
Hamilton	–	97.7 (1)	101.2 (3)	120.3 (2)	142.7 (5)	171.0 (2)	2597.3 (9)	1174.6 (3)	799.2 (7)	153.6 (3)	291.6 (2)	5639.2 (36)
Warren	–	–	–	–	–	153.3 (2)	250.1 (1)	–	–	173.5 (2)	–	526.9 (5)
Subtotal	**–**	**97.7 (1)**	**102.9 (4)**	**183.7 (3)**	**233.9 (6)**	**655.0 (6)**	**3143.1 (11)**	**1378.4 (4)**	**1011.9 (9)**	**327.1 (5)**	**686.3 (8)**	**7630.0 (58)**
Kentucky												
Boone	430.8 (2)	–	–	–	39.0 (1)	18.9 (1)	61.7 (1)	–	88.9 (3)	–	–	648.3 (8)
Campbell	–	–	–	–	–	207.6 (2)	5.0 (1)	134.3 (1)	28.9 (1)	28.0 (1)	–	404.7 (6)
Kenton	–	–	–	–	31.3 (1)	77.0 (1)	–	320.8 (3)	–	207.8 (2)	–	636.9 (7)
Subtotal	**430.8 (2)**	**–**	**–**	**–**	**70.3 (2)**	**303.5 (4)**	**67.6 (2)**	**455.1 (4)**	**117.8 (4)**	**235.8 (3)**	**–**	**1689.9 (21)**
TOTALS	**430.8 (2)**	**97.7 (1)**	**102.9 (4)**	**183.7 (3)**	**304.2 (8)**	**958.5 (10)**	**3210.7 (13)**	**1833.5 (8)**	**1129.7 (13)**	**562.9 (8)**	**686.3 (3)**	**9319.9 (79)**

Number of projects for each year shown in parenthesis.

was allocated among 79 projects to the Ohio and Kentucky counties in the SCSA. Table 7 presents the total dollars and numbers of projects per year allocated to each county. Hamilton County received by far the largest share of LWCF monies. Smaller amounts were allocated to Clermont and Campbell Counties.

Table 8 shows the relative distribution of grants to the SCSA counties in proportion to total LWCF allocated to Kentucky and Ohio since inception of the grant program.

TABLE 8

DISTRIBUTION OF LWCF GRANTS

Ohio (Total LWCF – $58,126,386)			Kentucky (Total LWCF – $21,696,671)		
County	% State LWCF	% State Population	County	% State LWCF	% State Population
Butler	2.2	2.0	Boone	3	1.0
Clermont	0.6	0.8	Campbell	2	3.0
Hamilton	9.7	9.0	Kenton	3	4.0
Warren	0.9	0.7			
Total FCSA Counties	**13.4**	**12.5**		**8**	**8.0**

The recipient of the largest proportion of LWCF grants was the city of Cincinnati – nearly $4 million for 15 projects. Approximately 76 percent of those funds went into the city's recreational riverfront development, a project which stimulated further local public and private investment. Among major cities in the SCSA, the city of Hamilton received the next largest allocation, $402,100 for three projects. Middletown received $216,000 for two projects. Among county park providers only Kenton County and the Hamilton County Park District obtained substantial LWCF grant allocations.

The county LWCF grant totals reflect allocations for state park acquisition and development projects. A total of $639,791 for Ohio state parks and land acquisition for the Little Miami National Wild and Scenic River was allocated to Clermont and Warren Counties. In Kentucky, $503,759 was allocated for Big Bone Lick State Park in Boone County. The proportionate allocation of LWCF grants for land acquisition and development in the SCSA counties reflects an emphasis on development, although substantial variation appears among the individual counties, as indicated in table 9.

TABLE 9

COMPARISON OF LAND AND WATER CONSERVATION FUNDS ALLOCATED TO SCSA COUNTIES FOR ACQUISITION AND DEVELOPMENT

State and County	Percent of LWCF Allocation		
	Acquisition Projects	Development Projects	Combined Acquisition and Development Projects
Ohio			
Butler	53	47	–
Clermont	88	12	–
Hamilton	23	50	22
Warren	67	33	–
Total	**36**	**47**	**17**
Kentucky			
Boone	32	68	–
Campbell	–	48	52
Kenton	33	67	–
Total	**25**	**63**	**12**
Combined States	**34**	**50**	**16**

The Ohio Department of Natural Resources (DNR) allocates LWCF grants to local jurisdictions based on an annual review system. The Ohio DNR has recognized the increasing recreational needs in the state's urban areas. During the last 3 years of the program, approximately 75 percent of all state and local LWCF grants have gone into urban-oriented projects. At present the following criteria largely determine the priority rating for individual local project applications:

Outdoor recreation projects that preserve spaces on the periphery or relatively close to the rapidly expanding urban centers.

Outdoor recreation projects that give evidence of meeting an immediate and serious social need within the area to be served.

Projects that provide exceptional quality, flexibility, and intensity of outdoor recreational opportunities for Ohio's citizens.

Outdoor recreation projects which in their entirety are normally beyond the financial capability of the political subdivision and which are most applicable to the purposes of the Land and Water Conservation Fund Act as compared to other programs of assistance.

Outdoor recreation projects that are of reasonable variety and in balance with existing and future outdoor recreational developments by private, state, and other political subdivision bodies within the area to be served.

The state of Kentucky allocates the local government's apportionment of Land and Water Conservation Fund monies through 15 Area Development Districts (ADDs). Campbell, Boone, and Kenton Counties are included in the Northern Kentucky ADD. While Kentucky's Division of Planning and Grants recommends use of its project priority rating system, each ADD may use its own system for determining regional priorities. Funds for projects that exceed a district's allocation can be derived from the state's allocation or the contingency fund. The Northern Kentucky ADD works closely with the Northern Kentucky Area Planning Commission in reviewing and recommending use of LWCF grants. Consequently, some portion of the open-space/recreation projects recommended by NKAPC can be anticipated for funding with LWCF monies. These projects have emphasized inner-city recreational needs and development along the Ohio and Licking Rivers.

Since the LWCF amendments of 1976 raised the authorization level of the fund for future years, SCSA jurisdictions anticipate increases from the state's higher allocations. However, several problems preclude reliance on increased funding with Land and Water Conservation Fund monies for SCSA jurisdictions. The major ones are the great competition throughout the state for limited funds; the time lapse between application, approval, and actual receipt of funds; the restrictions against use of grants for indoor facilities, or operations and maintenance; and the inadequate matching capabilities of communities often in greatest need of federal assistance. Ohio jurisdictions criticize the annual review system of LWCF applications by the state, since it interferes with effective capital improvement programming at the local level.

The state of Ohio requires that CDBG funds may cover only 50 percent of the local required match for LWCF monies; that is, each local unit of government must put up 25 percent out of its own monies. Some jurisdictions maintain that this is unfair. They say that if the requirement were waived additional local monies would be made available for critical operations and maintenance needs. The state reasons that management of recreational facilities will be more responsible if local monies are used.

In Kentucky, agencies perceive the grant project selection process to be politically motivated, often to the extent that rational judgment on critically needed projects is ignored.

HUD Community Development Block Grants. A total of nine municipalities and Hamilton County qualify as entitlement units for CDBGs in the SCSA. In addition, four of these cities receive funds for completion of former HUD projects under the old Model Cities program. The proportionate share of CDBG monies by these entitlement communities proposed for open space and recreational use in FY 75 (including

acquisition and development costs) averaged 10.1 percent, or $2,992,700 of the total CDBG monies spent in the SCSA. Completion of Model Cities and urban renewal programs in the cities of Hamilton, Covington, Middletown, and Cincinnati accounted for 16.8 percent of total CDBG monies to all entitlement units in the SCSA. In addition, senior citizens' centers have received part of the 16.1 percent share of CDBG monies used for public and social services for three entitlement units.

While the CDBG program provides a predictable source of funds for entitlement units and the record thus far has reflected a fairly high priority use of these monies for parks and recreation, the program does not ensure that needs of other communities in the SCSA will be met. In FY 1975 only eight of 20 applicants received discretionary (nonentitlement) CDBG funds, and in FY 1976 only 10 of 24 applicants were successful. The Regional Intergovernmental Services coordinator was of the opinion that most jurisdictions have not emphasized the funding of parks and recreation projects with CDBG discretionary funds because of the emphasis placed on housing in the HUD guidelines used for selecting discretionary unit grant recipients. Furthermore, the competition among nonentitlement jurisdictions for discretionary CDBG funds is stiff. As a result, many communities greatly in need of funding assistance for recreation projects are precluded from obtaining CDBG monies and those that manage to obtain assistance are only ensured of one-year funding.

The Hamilton County Community Development Department, which distributes CDBG funds allocated to that urban county, an entitlement unit, conveyed a successful picture of the CDBG program. Of the 39 nonentitlement municipalities and townships in Hamilton County, all but 11 municipalities have applied to obtain entitlement CDBG funds rather than applying as discretionary units. During the first 3 years of the program, 17 of the participating jurisdictions have used 33 percent of the total urban county's CDBG allocation to finance 43 recreation and open-space projects.

The designation of Hamilton County as an entitlement unit has provided an effective means for allocating CDBG monies throughout the county. Designation as an entitlement unit provides a coordinating mechanism for local jurisdictions within the county to obtain funds without the threat of relinquishing vested home rule powers. However, the nonentitlement jurisdictions of the remaining eight counties are eligible to receive CDBG funds only on the basis of unpredictable, competitive, and discretionary selection, with minimal use for recreation projects anticipated.

Other Federal Funds. The states of Ohio and Kentucky allocate funds to local jurisdictions available under the Department of Interior's historic preservation grants-in-aid program, which is administered by the National Park Service. The increased appropriations authorized for this program by the 1976 LWCF amendment are anticipated to make available more federal matching funds for historic preservation projects, particularly in the Ohio counties of the SCSA. The Ohio

state historic preservation district officer reports that a comprehensive inventory of cultural resources is currently under way. This inventory, in conjunction with increased federal monies for historic preservation purposes, should result in the increased preservation and rehabilitation of historic properties in the state.

Provisions under the Federal Aid Highway Act of 1976 (amending P.L. 85-767 and P.L. 89-285) give federal funds to the states. This could reflect increased recreational opportunities in the SCSA. Section 134 of this act increases the amount each state may use for construction of bikeways and pedestrian walkways in conjunction with highway rights-of-way from $2 million to $2.5 million. Section 136 eliminates the separate funding category for landscaping and scenic enhancement, including rest and recreational areas, along federal-aid highways and allows expenditures for these purposes out of normal construction funds. Section 147 establishes a new program under which a state may, on federal-aid primary, secondary, and urban systems, construct access ramps from bridges to public boat launching areas adjacent to the bridges that are under construction or are being reconstructed, replaced, repaired, or otherwise altered.

Alternatives to Increased Federal Funding. Complaints concerning the complexity of federal regulations and their sometimes unreasonable and time-consuming nature have indicated the need for improvement in the delivery system of federal grants. The city of Hamilton indicated a need for a single agency to handle distribution of all federal grants programs dealing with recreation, while others implied this same need. Some felt a central grants administrator would permit a better understanding and subsequently a greater capability of the jurisdiction to utilize federal grant programs more efficiently.

Other Sources

Cost Sharing. Other federal monies being used for recreation development in the SCSA include Corps of Engineers monies to complete the Caesar Creek and East Fork Reservoirs in Warren and Clermont Counties, at which state parks are planned; state and local cost sharing with COE monies for future development of the multipurpose Mill Creek Flood Protection Project in Hamilton and Butler Counties under the authority of P.L. 91-611; and Soil Conservation Service P.L. 566 funds in combination with sponsoring local Kentucky jurisdictions for the Banklick Creek multipurpose watershed protection project in Kenton County.

Provisions of P.L. 89-72 authorize state and local cost sharing with COE funds for the development of outdoor recreational facilities such as boat launching ramps, picnic areas, and campgrounds at existing or proposed Corps projects in areas of the SCSA such as the Ohio and Licking Rivers. However, no recreational developments other than Mill Creek have been proposed by either the COE or local agencies. Other than the Banklick Creek project, a Soil Conservation Service project, neither the

SCS nor local agencies have indicated intentions to fund additional similar programs in the SCSA.

State Funds. In the last decade the state of Ohio has made major commitments in outdoor recreation financing. In the mid-1960s, two major bond issues, representing a total of $80 million, were implemented by the state. In addition to the bond issues and legislative appropriations, the state made a major commitment in 1972 with allocation of nearly 25 percent of its federal revenue sharing funds for natural resource projects. These funds, amounting to more than $18 million, have been allocated to various priority items. Major projects in the SCSA benefiting from state assistance include the development of several state parks, the acquisition of natural areas along the Little Miami scenic river corridor, and the development of several hiking trails.

Other than providing monies to develop Bona Lick State Park, the state of Kentucky has provided only limited amounts of money for recreation in the northern Kentucky counties in the SCSA.

Aside from state funding anticipated for projects concerning the Little Miami Scenic River and for state parks in the SCSA, local jurisdictions do not expect any substantial state financial assistance for recreation. However, several new or proposed legislative actions may increase state financial capabilities in assisting local jurisdictions.

The Ohio SCORP reports other recommended state legislation that could generate increased state sources of revenue for recreation.

Natural Resources and Water Development Bond Issues
In the past the Ohio legislature has considered an overall sales tax increase, part of which would go to natural resource projects throughout the state. Passage of this sort of legislation would be of obvious benefit to recreational development in Ohio.

Restructuring License Fee Legislation
The Ohio Department of Natural Resources now receives money from the license fees charged to off-road vehicles but none from camping vehicle or boat trailer license fees. Legislation should be enacted to restructure current allocation techniques and distribute a portion of these fees for DNR capital improvement funds.

Recreational Equipment/Recreational Vehicle Tax
The lack of adequate funds continues to be the major deterrent to increased recreational facilities in Ohio. The state should look into the feasibility

of establishing an increased sales tax on recreational equipment and recreational vehicles. Funds generated by these taxes would be programmed for natural resource capital improvement projects.

Present fees charged by the state of Ohio for boats and motor registrations are too low to support necessary services. Substantial increases in the rates are necessary to provide additional boat access and facilities. The legislature also should consider present inequities in the existing Waterways Safety Fund. One-half of one percent of the current gasoline tax is now allocated to the fund, which provides major access areas for boaters. This figure should be increased to at least 2 percent. The Department of Natural Resources is proposing legislation that will change the procedure for charging license fees for boats. This would subsequently increase revenues.

Several of Ohio's neighboring states are considering a nonreturnable beverage container tax. In addition to helping reduce litter, the tax could be programmed for a state and local parks and recreational development fund. The state of Ohio should look into this possibility.

RECREATION EXPENDITURES

Expenditure Distribution

An analysis of recreation expenditures among the various budget items during the period of 1971 through 1976 indicates that the greater portion of money is used for operations and maintenance, capital improvements (acquisition and development), and personnel and programs (see table 10). Smaller amounts of money are spent on planning, security, and administration, except by Newport, which spends the majority of its monies on administration. The Hamilton County Park District is an exception in that it spends the greatest share of its budget on acquisition and development. However, the HCPD, as the only self-supporting agency, has room and money to expand its park system. The program and personnel accounts are large because of the increasing pressures to provide more recreational facilities and programs to meet the needs of urban dwellers. In part, this explains the emphasis on development in lieu of acquisition. Priorities for the past few years have been on increased development of new and existing facilities rather than on the acquisition of resources.

Federal Program Effectiveness

The major complaints of jurisdictions relating to federal grant programs generally fell into one of three categories: the federal application process is too complex and/or time-consuming, some federal funding programs are unpredictable, and some federal programs have unreasonable guidelines or requirements and lack flexibility. The second of these complaints has already been discussed under timing and unpredictability.

TABLE 10

AVERAGE PERCENTAGE DISTRIBUTION OF TOTAL BUDGET EXPENDITURES 1971-1976

Budget Item	Hamilton County	Cincinnati	Hamilton	City of Newport	Colerain Township
Acquisition	22.6				
Development	27.4	25.8*	21.7		25.4*
Rehabilitation					
O&M		40.0	26.6	15.1	55.0
Programs	10.1	21.9		3.3	19.5
Planning	3.8	.5			
Administration	11.5	3.0	1.2	57.3	
Personnel	9.4	1.0***	50.7	23.2	**
Security	17.7	6.3			

* Acquisition, development, and rehabilitation are combined in a single figure.

** Colerain Township personnel are included with programs.

*** Personnel included in some other line items.

The Cincinnati Department of Recreation and Department of Parks, the cities of Hamilton and Newport, and Colerain Township indicated that HUD's CDBG program is too complex, involves too much paperwork, and is too time-consuming. The Cincinnati Department of Urban Development (CDUD) indicated that additional paperwork and time are required because HUD CDBG monies are funded on a yearly basis. Each of these agencies also indicated that while the application process was not so complex, the time involved in obtaining LWCF monies is, in many instances, too long and therefore unresponsive, particularly to opportunity acquisitions. The city of Hamilton indicated a desire to have federal grant monies provided directly to the city without interference from the state. The state is responsible for setting priorities on all local acquisition and development projects funded with LWCF monies, and all such projects are first submitted through the states before being issued for BOR approval. Involvement of the state accounts for most time delays.

There were a number of complaints about unreasonable guidelines and inflexibility of some federal programs. Cincinnati, as indicated by the Department of Recreation and Department of Parks, and Hamilton felt the CETA requirements of 15-week unemployment and a maximum $10,000 salary are unreasonable in that they hindered the agencies' ability to hire people they would most like. They claimed that many of the most capable people available have not been unemployed for a period of 15 weeks or longer and that not many professional people are willing to work for $10,000 a year or less.

According to the Cincinnati Department of Recreation, the Department of Parks, and Community Assistance Division, some of the city neighborhoods deserving of attention have difficulty qualifying for HUD CDBG monies. This was further borne out in discussions with individual neighborhoods. There is evidence that some higher-income neighborhoods need recreational facilities as much as do lower-income neighborhoods, or even more. This is particularly true of facilities for active recreation.

A February 1977 HUD regulation change has, in effect, tied the hands of the Cincinnati Department of Recreation. The city has purchased two tracts of recreational land under the old regulation which required the entire CDBG block program to be certified on the basis of moderate and low-income criteria. Under the change each program or project must be judged individually and at least 50 percent of all households in a particular neighborhood must have an annual income of $8,200 or less. Formerly the required low-income proportion was 30 percent. Now the two projects no longer qualify for development with CDBG monies and the latest application for development with CDBG funds has been rejected by HUD.

The Cincinnati Department of Recreation claims that EEO guildeines cause tremendous delays in purchasing and increased costs; the result is that many contractors will not bid on some contracts or add on administrative costs.

A representative of the Youth Federation of Kennedy Heights, A Cincinnati neighborhood, indicated that OEO guidelines on family income have restricted many deserving disadvantaged youth from participating in the federally funded LEAA program. Present guidelines restrict participation to incomes of $3,700 for two members and $5,500 for four members. The representative believes these figures are unrealisitically low.

Colerain Township and the cities of Hamilton and Newport complained of the difficulty in finding out about various federal funding programs for recreation. This is probably a common complaint among smaller local units of government. Trying to find easy-to-understand information about application procedures, time requirements, and so forth can be frustrating. The city of Hamilton indicated a need for a consolidated program of federal grants to eliminate the necessity of dealing with so many different federal agencies. This would reduce the complexity of dealing with federal grant programs.

Expenditure Deficiencies

The most pressing financial need identified in the nine-county SCSA was the need for additional operations and maintenance monies. Parks and recreation agencies and other responsible agencies in all five jurisdictions gave the solution of this

problem a high priority. Many sources acknowledged the availability of monies for acquisition and development, but indicated that operations and maintenance monies often are insufficient to maintain proper management of parks and recreational areas. Cincinnati stressed the specific need for monies for operations and maintenance of the city's many community recreational centers. Although the Cincinnati Department of Parks recognized the need for operations and maintenance monies, it did not feel that LWCF monies should be used for that purpose. The Hamilton County Regional Planning Commission and the Hamilton County Park District indicated that LWCF monies should be used only for acquisition. A reduction in the Cincinnati lighted schoolhouse program has been due primarily to a need for additional operations and maintenance monies. Without adequate personnel and supervision, most city schools have been reluctant to let the city recreation department use school facilities.

Probably the next most widely recognized need for critical expenditures was for indoor facilities. The cities of Cincinnati, Hamilton, and Newport and Colerain Township, in addition to the majority of neighborhoods, identified this critical need. Most recognized that indoor facilities represent increased year-round recreational opportunities at less cost. The Cincinnati Department of Recreation and the Hamilton Recreation Department feel that LWCF monies should be used to finance construction of indoor facilities.

Federal sources of money such as the Department of Housing and Urban Development Community Development Block Grant monies and U.S. Department of the Treasury Revenue Sharing monies can be used for indoor and outdoor recreational facilities. LWCF monies have traditionally been used for development of outdoor facilities. The amendment to the LWCF Act in September 1976 has permitted development of some indoor swimming pools and skating rinks but only in certain "cold weather criteria" areas. Many feel the restrictions on using LWCF monies for indoor facilities should be lifted because of the great need and advantages of these facilities in urban areas.

As indicated earlier in the discussion on timing and unpredictability, three of the jurisdictions gave land acquisition a high priority and told of the critical need for monies for opportunity acquisitions. More specifically, they suggested need for a special fund to assure the acquisition of opportunity purchases.

The Cincinnati Planning Commission and recreation department, Newport, Hamilton, and several neighborhood associations recognized the need to provide monies for rehabilitation of older structures. The value of converting older structures for use as community recreational centers was emphasized by the city recreation agencies and the neighborhoods. Some also recognized the importance of refurbishing buildings with significant historical values. Most federal recreation grant programs permit use of monies for rehabilitation but many recreation agencies have foregone the restoration of older buildings in preference to constructing new ones.

USER CONSIDERATIONS

RECREATIONAL PROGRAM OPPORTUNITIES

Assessment of Opportunities

Recreational programs in the SCSA range from the comprehensive and varied activities in Cincinnati to the very limited programs of Newport. As discussed in the Cincinnati jurisdiction (appendix B), that city's recreation department and city parks department have extensive programs in organized athletics, arts and crafts, nature interpretation, and programs for the physically and mentally handicapped. The recreation department also maintains a large number of community centers. In addition, large numbers of United Appeal and other private nonprofit organizations perform extensive social services including recreational programming.

Newport, on the other hand, has less than 2 acres of parkland per 1,000 persons, employs two full-time staff members, and does not conduct city-sponsored recreational programs. This function is handled primarily by United Way-supported agencies such as Brighton Center, a multipurpose community center providing indoor sports programs for preschool children and classes in language, consumer education, and emergency services for adults. Youth, Inc. of Campbell County also conducts programs emphasizing sports and arts and crafts.

The city of Hamilton and Colerain Township provide a larger variety of recreational programs at a greater number of areas than does Newport, but they are handicapped by limited staff and funds.

The Hamilton County Park District provides a number of large, attractive regional parks where numerous programs are conducted in nature interpretation with substantial staff and outstanding facilities for the handicapped.

As discussed in appendix B, a number of successes have occurred in the SCSA, including recreational development of Cincinnati's riverfront, good cooperation between the Cincinnati Recreation Department and the schools, the Cincinnati Department of Parks and Department of Recreation's imaginative arts and crafts and nature interpretive programs, the successful environmental education programs of Hamilton's YMCA Camp Campbell Gard, and the innovative facilities for the handicapped provided by the Hamilton County Park District. Much of the success of these programs stems from the presence of strong leadership, incentive, persistence, imagination, and willingness to cooperate.

As discussed elsewhere in this report, despite its numerous successes, the city of Cincinnati still faces deficiencies in providing adequate active recreational areas and programs for all citizens of the city.

The failure of the city of Newport to provide adequate facilities and personnel for its citizens is due in some measure to city hall and public indifference as well as to the city's weak financial posture.

Colerain Township is in a somewhat similar situation, with the exception that the township is purchasing and developing recreational lands but not providing needed personnel or planning adequately for future needs. Whereas Newport's opportunities to correct its dilemma appear extremely limited, Colerain Township has substantial opportunities to overcome its recreational deficiencies.

The city of Hamilton, Colerain Township, and the city of Newport foresee a need to provide new and varied programs in recreation in addition to those now offered community residents. Needs include programs dealing with arts and crafts, environmental education, and programs for the elderly and handicapped. The city of Hamilton, several neighborhoods in the jurisdictions, and even the city of Cincinnati, with its great variety of programs, recognized the need to provide additional programs in each of these areas. The Cincinnati recreation department would like to provide additional programs in gardening, particularly in cooperation with the city schools. Mobile recreational programs, as provided in Cincinnati and to a lesser extent in Hamilton, represent one type of needed program.

Although the value of passive parks and quiet areas was recognized, a large number of neighborhoods in Cincinnati, Hamilton, Newport, and Colerain Township and the Hamilton County Regional Planning Commission emphasized the need for active recreational facilities including ball fields, swimming pools, tennis courts, soccer fields, and community centers. It is doubtful that any neighborhood would sacrifice any portion of its quiet areas. However, if additional land could be acquired, neighborhoods would most want it to be used for active recreation.

Deterrents to User Enjoyment of Opportunities

Physical and Social Deterrents. The presence of physical barriers such as the valleys, hills, and streams in Cincinnati and Newport to a certain extent form barriers that make access to some parks difficult. In Cincinnati the topography frequently forms the boundary between neighborhoods. This sometimes restricts the use of one neighborhood's facilities by residents of another neighborhood. The presence of man-made barriers such as streets, highways, and railroads tends to hinder park access, especially for children and older persons, because of safety problems.

There are social deterrents in the study area that prevent some residents from using recreational facilities in the same or nearby neighborhoods. There is a tendency for blacks in a so-called "integrated" neighborhood to avoid using the facilities in an all-white or majority white section. Other ethnic groups also avoid mixing with others. These social deterrents most affect use at smaller neighborhood parks and are understandably more likely to occur at facilities such as swimming pools, where close contact cannot be avoided.

Transportation Problems. The need for improved public transportation for better access to parks and recreational areas was recognized by the Cincinnati Planning Commission, the cities of Hamilton and Newport, Colerain Township, and some neighborhood associations. This need was particularly emphasized for senior citizens and poorer inner-city residents in Cincinnati who do not own cars but want to reach city parks and recreational areas beyond walking distance from their homes.

A substantial number of families in the study area do not own or have access to cars, including 18 percent in the SMSA and 31 percent in the core city of Cincinnati. Public transportation is the only way these persons can get to parks and recreational areas. This problem is being alleviated by public bus systems in Hamilton County and the cities of Cincinnati and Hamilton. However, the Cincinnati Department of Parks, Newport, and several neighborhoods recognize that most older persons are afraid to venture from their homes and neighborhoods, particularly on public buses. The Hamilton County Park District suggested that the federal government should help subsidize the Cincinnati Queen City Metro Bus System for trips to park areas such as Sharon Woods and Winton Woods.

The Cincinnati Planning Commission says that no one wants responsibility for public transportation because it is so expensive, even with government subsidies. Public transportation requires enormous amounts of money that the user is either unwilling or unable to pay, so public transportation systems usually require state and/or federal subsidies to maintain operations. Private industry usually cannot provide service at a price the public is willing or able to pay and still realize a profit.

It is not known to what extent, if any, state monies are provided to finance the Cincinnati public bus system. Approximately $4 million in federal monies was provided during 1976 to help operate the Queen City Metro Bus System. The present cost to go by bus from one point to another in the city is reasonable: $.25. However, the system is reportedly causing the city serious financial problems. Because of the excessive cost, the city has not attempted to finance transportation specifically for recreational purposes. Fortunately, as discussed in the Cincinnati jurisdictional analysis, some nonprofit civic organizations and programs sponsored by businesses are providing transportation to complement recreational programs.

Costs and Lack of Supervision. It is not known to what extent user fees restrict certain segments of the population from using city-owned recreational facilities and private nonprofit facilities. Fees charged at public golf courses, community recreation centers, the "Y," and others, although reasonable to most, could be a hindrance to low-income residents. Fortunately, there are programs in Cincinnati sponsored by the YMCA that permit many low-income persons to pay minimal annual memberships (as little as one dollar). Other nonprofit private agencies

permit low-income and disadvantaged youth and older persons to attend day camps, city concerts, professional sports events, and so forth at reduced rates. However, as discussed in the Cincinnati jurisdictional analysis, appendix B, and revealed in the discussion on the problems of federal grants programs, apparently some poorer city residents are being excluded from participation in many beneficial recreational programs in Cincinnati.

The cities of Hamilton, Cincinnati, and Newport and Colerain Township indicated that the presence of crime and vandalism in city and township parks discourages people from using them. The Cincinnati parks department and the Hamilton County Park District feel they have greatly reduced the presence of crime and vandalism because of their large and adequate police forces. Because they do not have park police forces, it is more difficult for Newport and Hamilton and Colerain Township to control these problems. The local city and township police help to some degree in discouraging crime and vandalism.

A number of Cincinnati neighborhoods acknowledge a need for supervision of children at playgrounds. Many children are discouraged from using neighborhood tot lots and playgrounds by fear of intimidation from older children. As a result, some of these areas are not being used by those for whom they were intended. In response to this situation, several neighborhood mothers have formed groups in which they take turns supervising the play of children.

Lack or Misuse of Facilities. All jurisdictions and many neighborhoods in the study area expressed concern over the need for additional recreational facilities and programs. The scarcity of available open space suitable for recreational use makes meeting these needs difficult, particularly in the inner city where improvements are most needed. As learned from the Hamilton County Regional Planning Commission, observations in the field, and the Ohio SCORP, this problem is also prevalent in Cincinnati suburbs and some SCSA townships.

As discussed in appendix B, the policy of the Cincinnati Recreation Department to provide a comprehensive program of organized sports has made it difficult for neighborhood residents to gain access to neighborhood ball fields. The large number of organized industrial, city, and little league games and practices has tied up neighborhood ball diamonds for most late afternoon and evening hours during the summer. Many league players are from outside the neighborhood and some are not residents of the city. Many neighborhood residents resent being unable to use their community facilities. This problem was a major complaint expressed by city neighborhood association representatives. The city recreation department is aware of the problem and is trying to alleviate the situation by providing larger ball diamond facilities for leagues on the periphery of the city in order to free the neighborhood diamonds for use of residents.

USER DESIRES

Some offices and agencies sampled try to learn public opinion before formulating recreational programs. Slightly different methods were used in different cities, but the results of these efforts were similar.

The Hamilton County Park District will meet any citizen upon request to discuss present or future park operations. Before implementation of any new park area, a public meeting is held to present the district's plans and to generate public comment regarding proposed uses. Efficient communication is stressed and all public feedback is evaluated. Finally, the district periodically issues an information sheet stating plans, proposals, news, and upcoming events. The park district has received a high percentage of responses to requests for opinions. Since it realizes that it cannot provide all things for all people, it does not provide swimming and does not intend to, in spite of many requests. However, it has recently installed playground equipment in response to public opinion.

The Cincinnati Department of Parks believes that in order to operate a city attractive to its residents as well as to visitors it is necessary to seek public input. Before using community development funds for acquisition, the city asks citizens what projects they think should be funded in coming years. Answers to this question were obtained by meeting with a community task force. The park board also works with the Chamber of Commerce and the State Tourism Bureau in an effort to attract new residents, convention groups, and industry to the area. The planning commission is firmly convinced that its members are aware of user desires because of meetings with local community councils and local "want lists" submitted to the city's budget office by neighborhood councils. The Ohio State Comprehensive Outdoor Recreation Plan definitely states: "Public input into the decision-making process in outdoor recreation has been effective in the Cincinnati area. All agencies must take appropriate measures to ensure that these channels are maintained."

It was the opinion of a Cincinnati city councilman (a former member of the parks board) that there is a need for research to determine what people want in recreation (so those responsible for providing parks and recreation can better respond to user needs) and how important recreation really is to society, that is, how it affects health, happiness, and crime. He believes that once the true value of recreation can be shown, recreation will be recognized as more important by those setting the priorities.

Perhaps the most effective citizen input into the recreation planning process occurs in Cincinnati. As explained in appendix B, the city Community Assistance Division, a branch of the city planning commission, helps neighborhood associations in each of

the city's 44 neighborhoods to identify their crucial community needs, including recreation. This effort is spearheaded by four community action teams and includes the preparation of comprehensive community plans. Thus far 14 neighborhood and 30 interim short-range plans have been prepared.

Newspaper questionnaires, telephone surveys, and suggestion boxes are used by the Cincinnati Department of Parks and Department of Recreation, the Hamilton Department of Parks and Recreation, and the Hamilton County Park District to provide public input into the planning process.

Most jurisdictions and a number of neighborhoods indicated a need to better inform users of the existing public parks and recreation system and programs offered by various nonprofit agencies such as the YMCA, Girl Scouts, Boys' Clubs, Big Brother-Big Sisters, and others. They feel there is a need to better inform would-be users where the facilities are, how they can be reached by public transportation, if at all, and the nature of the program.

The Northern Kentucky Health and Social Planning Council, a division of the Community Chest and Council of the Cincinnati area, conducted the Newport recreation services study in January 1976. The report consisted in part of recreational activities, needs, and desires of the youth of Newport. From this questionnaire it was determined that outdoor and group activities were favored and more swimming pools were desired. There is no question that there is an inconsistency between what the recreation department provides and what the user wants. In this case, however, the inconsistency is immaterial as recreation monies are not available in adequate sums. The neighborhood analyses identify levels of recreational demands that, quite simply, far exceed the available funds. Either the type of activity is not present at all or, if it is, the amount is so limited as to be virtually worthless.

The department recognizes its failings and has placed facilities for the adult handicapped in high priority if the budget is ever increased sufficiently for an expanded program. However, without voter support through an additional mill levy and assistance from the federal grant program, there is little likelihood of any budget increase. Both funding sources are necessary since the level of the city of Newport's economy is such that recreation cannot successfully compete with health and safety services.

In 1971 the city of Middletown conducted an opinion poll survey of census tracts. The poll asked whether the facilities were used, whether more facilities should be provided, and what types of facilities were desired. A similar effort conducted by Hamilton, which sponsored an exhaustive study by Miami University of Ohio, revealed that many of the users were ignorant of the recreational facilities available. In spite of this, city facilities are overutilized, the parks department says, but not to the point that capabilities are inadequate to satisfy demand. Use of areas outside

the city, such as Joyce Park to the south along the Great Miami River, definitely exceeds acceptable limits. Some of this use is from persons who are not residents of the immediate Hamilton area.

Although the department's annual report, which describes recreational plans and opportunities for 1977, appears to be a comprehensive document, study of the neighborhood analyses suggests that certain additional efforts should be undertaken such as promoting neighborhood integration through a public involvement process, applying stricter requirements for playground supervisors and recreational facility administration, reviewing programs to assure equal availability for use by different age or interest groups, and placing more emphasis on informing the public of the recreational facilities available, perhaps through a periodic newsletter to all city residents.

The Hamilton County Regional Planning Commission has assumed the position that the planning professional should know the users' desires without having to ask, and that the public will notify the commission if a particular project is desired. This does not necessarily mean that the commission is not aware of the kinds of areas and activities desired, but rather that a different approach to the question has been used. The commission uses a population ratio per acreage dependency to determine recreational needs. It has no position regarding the inadequacy of open space, but rather is concerned with the inadequacy of active recreational opportunities. The commission further believes that every unincorporated area (township) is deficient in recreational space and will never be in a position to meet active recreational needs on an individual basis.

Butler County, Warren County, and Clermont County Planning Commissions do not actively pursue user desires, and the Northern Kentucky Area Planning Commission is not involved at all with this type of information.

OKI's open-space plan is useful to local officials within the SCSA because it establishes criteria for evaluation of existing lands and for guidelines used in the selection of new sites. The plan determines where and what kinds of facilities should be developed. OKI has found that the most effective method for defining public wants is to conduct individual surveys. Various procedures are used to accomplish this, but questionnaires completed by door-to-door personal interviews are preferred.

Little Miami, Inc., (LMI) was established in 1967 to represent, preserve, and use the scenic, natural, and cultural values of the Little Miami River corridor. Public concern for open space and recreational land use also prompted the formation of several advisory groups such as the Miami River Corridor Commission and the Cincinnati Riverfront Advisory Commission. It has been thoroughly proven in the SCSA that organized public demand substantially influences open-space development.

EXISTING RECREATIONAL RESOURCES AND ADEQUACY

RECREATIONAL RESOURCES

Background

The parks and recreation movement in Cincinnati began as early as 1817, when the first park was donated. The city established a park board in the mid-1800s. In 1906, through the efforts of a group of concerned citizens known as the Greater Park League, the present Cincinnati Boards of Parks Commissioners was established.

The Cincinnati Recreation Commission had its beginning in the War Camp Community Service programs in 1918. At the end of World War I the name was changed to Community Service, and a recreational program was conducted with assistance from the Community Chest, the board of education, and the Board of Park Commissioners. Community centers were operated, school facilities used for recreation, playgrounds developed, and various citywide activities sponsored.

Firmer status was given to recreation in 1926 when the new charter of the city of Cincinnati (Article VII, Section 14) created a public recreation commission, now composed of one member of the board of park commissioners appointed by the board, three citizens appointed by the mayor, and one citizen appointed by the board of education. A referendum provided a 1-mill tax, and a bond issue in 1925 freed funds for expansion of facilities.

The park board, while remaining basically the same, was given safeguards against transfer of park property for use other than park purposes. The charter empowered the board to adopt and enforce regulations for the proper use and protection of park property and to provide penalties for the violation of such regulations.

County or metropolitan park districts have contributed to recreational development in southwest Ohio. Since enabling legislation was passed by the state legislature in 1917, five countywide park districts have been established in this region. The majority of the parks provided by the park districts are large natural installations which serve a regional function. The Hamilton County Park District manages the Winton Woods and Miami Whitewater Forest complexes, in addition to several other large areas, and to date has provided the greatest acreage in southwest Ohio under this level of management.

Newport, Covington, Hamilton, Middletown, and Norwood have also developed parks and recreation departments over the years, but on a smaller scale and with less governmental support than is available in Cincinnati. In each of these cities the open-space lands available to acquire for parks and recreational uses are becoming increasingly limited.

The Ohio Department of Natural Resources currently administers a wide variety of recreational areas, ranging from primitive wildlife areas (representative of the early efforts to provide public recreational areas) to full-scale, resort-type state parks. A notable example of the latter, Hueston Woods, is located in Butler County and is popular with residents from the Cincinnati area. More recently the department has been developing state parks at the East Fork Reservoir in Clermont County and Caesar Creek Reservoir in Warren County.

The Miami Conservancy District was organized in 1915 because of the interest of citizens and organizations such as the Miami Valley Flood Protection Association in the Greater Miami River Valley. The district completed five flood-retarding structures in the basin in 1923 at a cost of about $30 million, and has continued since then to improve and extend its facilities. This organization, which has been effective in providing flood protection, is based on the concept that costs should be borne by those who benefit.

The state of Kentucky and Campbell, Boone, and Kenton Counties have constructed a few regional facilities in the past 20 years. However, their small size and remote locations have limited the extent to which they have benefited the SCSA urban population.

Historically, much of the recreational boating in southwest Ohio has been an outgrowth of commercial navigation developments. In providing for commercial navigation on the Ohio River, the Corps of Engineers has also contributed to the river's recreational boating capabilities. Numerous boat launch sites have been developed along the river, and the recent lock and dam modernization program has created longer and larger pools for the use of recreational boaters. Probably the most significant contribution of

the Corps of Engineers to water-based recreation has been their development of multipurpose reservoirs, of which the East Fork and Caesar Creek Reservoirs are examples.

The Mill Creek Valley local protection project at Cincinnati, constructed in 1948, and West Fork Reservoir on the West Fork of Mill Creek, constructed in 1952, are the only major flood control facilities completed by the Corps within the basin thus far. However, three multipurpose reservoir projects are now being constructed, including Caesar Creek and East Fork Reservoirs.

Available Resources

The total acreage for existing parks, recreational and open-space resources fails to meet present user demands for the nine-county Cincinnati SCSA. However, the diversity of the available resources generally satisfies the need for a wide range of activities. The open-space plan accomplished by the Ohio-Kentucky-Indiana Regional Council of Governments in 1973 tabulated the public and private open-space supply for each of the counties in the SCSA. A summary indicates the 1973 totals were 661 public facilities with 43,522 acres and 609 private facilities with 28,204 acres. In addition, the plan classified all parks and recreational areas into regional parks, city parks, community facilities (including playfields and playgrounds), and tot lots.

Regional parks, which serve the people of a large area, have most of their acreage retained in its natural state. The area should contain at least 25 acres, be used for campgrounds, picnic areas, nature centers, trails, water areas, and golf courses, and be within a 60-minute drive from the user's home.

TABLE 11

1973 ACREAGE OF PUBLIC OPEN SPACE

County	Regional Parks	City Parks	Community Facilities	Miscellaneous	Other Facilities
Butler	2,194	910	397	171	751
Hamilton	7,176	4,589	1,126	345	291
Warren	8,533	161	71	7	1,747
Clermont	11,311	–	34	6	892
Dearborn	–	–	–	–	–
Ohio	–	–	46	26	67
Boone	512	–	12	144	n/a
Kenton	–	–	–	–	–
Campbell	1,400	78	198	264	18

TABLE 12

1973 ACREAGE OF PRIVATE OPEN SPACE

County	Land-Based	Water-Based
Butler	4,037	505
Hamilton	5,233	518
Warren	6,766	320
Clermont	3,901	540
Dearborn	–	–
Ohio	2,481	803
Boone	1,298	n/a
Kenton	–	–
Campbell	1,414	194

City parks, providing an opportunity for urban dwellers to get away from the noise and congestion of the city without traveling a great distance, should provide recreation of some sort to all age groups. The park should contain at least 100 acres, be centrally located or not over a 30-minute walk from the user's residence, and serve populations of no more than 50,000. Suggested facilities are tot lots, playgrounds, playfields, swimming pools, picnic areas, trails, and parking.

Community facilities, intended for a wide range of age groups, may adjoin a public school and should be usable after dark by means of night lighting. From 5 to 20 or more acres in size, the park serves populations ranging from 2,000 to 5,000, depending on the extent of services offered. Facilities vary from benches, shuffleboard, horseshoe courts, and wading pools to golf courses, tennis courts, swimming pools, and the like, including supportive facilities. The smaller areas should be no more than ½ mile away and the larger within 20 minutes driving time from the user.

Tot lots (or play lots), intended for small children, are essentially a substitute for the backyard, which is not always available in high-density areas. The site, ranging in size from 2,500 square feet to 1 acre, should serve between 500 and 2,500 persons. It should be located near the center of a housing development or within the block proper so that children are not required to cross major traffic arteries. Facilities may include but are not limited to swings, slides, benches, jungle gyms, paved areas for wheeled toys, and sand areas.

Largest of the state regional parks are Hueston Woods State Park, nearly 3,600 acres of land and water in northern Butler County; Stonelick State Park in northern Clermont County; and East Fork and Caesar Creek State Parks, both with construction nearly completed and totaling over 20,000 acres and including extensive water areas

behind Corps of Engineers flood control dams. East Fork is in eastern Clermont County, and Caesar Creek is about 30 miles north in Warren County.

The Hamilton County Park District owns and manages several large facilities, including the 2,045-acre Winton Woods directly north of downtown Cincinnati and Miami Whitewater Forest, 1,955 acres, in the western portion of the county. City-owned parks include Cincinnati's 1,459-acre Mount Airy Forest, Middletown's 798-acre Siebold Park, and Covington's 500-acre Devou Park. Regional parks with cultural significance are Fort Ancient State Memorial in Warren County, which preserves prehistoric Indian earthworks, and Big Bone Lick State Park in southwestern Boone County, Kentucky, so named because the area was once inhabited by prehistoric mammals attracted to the area by a salt lick. A total of 17 regional parks in the study area are owned and administered by the states of Kentucky and Ohio, county park districts, and cities.

Of the 81 city parks in the study area, 58 are in Hamilton County, nearly all in the city of Cincinnati. Examples include 187 acres at Lunken Airport with archery, ball diamonds, golf, playfields, picnic areas, and tennis courts; Ault Park with 223 acres for cultural activities, gardens, trails, and picnic areas; and Eden Park with 184 acres for ball diamonds, cultural activities, gardens, a conservatory, trails, playfields, picnic areas, and a swimming pool.

Community facilities, including tot lots, are abundant and receive an increasing degree of attention as more emphasis is placed on recreational opportunities for the inner-city resident. In addition to many playfields and playgrounds throughout the study area, seven additional community centers were recently opened by the Cincinnati recreation department, a unit of and funded by the city of Cincinnati.

Some of these are new buildings; others make adaptive use of schools or other structures. An example of the latter is a building in downtown Cincinnati that is used exclusively for the elderly, providing recreational activities along with dietary, health, and other informative programs.

Other activities exerting major impacts on the urban community are the two sports areas in the city — Riverfront Stadium, home of the Cincinnati Reds baseball and Bengals football teams, and the Coliseum, where hockey, basketball, the circus, and similar shows are presented. Both of these structures are along the Ohio River in downtown Cincinnati and are adjacent to the recently completed riverfront park, which was constructed by the city with assistance from the LWCF. Kings Island is a large amusement center that attracts a great many visitors from the region and the nation (2.6 million in 1976). It is about 20 miles northeast of the city immediately adjacent to I-75. The facility significantly influences the surrounding area, primarily through provision of support services. Admission costs, however, are probably beyond the means of many low-income families.

The Ohio River loops through the lower portion of the study area from east to west. It is fed from the north by the Little Miami River, the Great Miami River, and the Whitewater River, and from the south by the Licking River, and there are many smaller feeder streams. The valleys associated with these watercourses and their drainages, together with the generally wooded, rolling terrain, constitute significant natural resources with outstanding scenic values. Miami Whitewater Forest and Winton Woods are fine examples of how this resource can be utilized for recreational purposes.

The river corridors are well suited for hiking trails and bikeways. Seven major existing trails in the study area provide 148 miles for hiking and 110 miles for biking. These are complemented by trail facilities in more than 31 parks throughout the SCSA. Particularly notable is the 34-mile stretch through Hamilton and Warren Counties of the 900-mile Buckeye Trail, officially designated as part of the Ohio Trails System.

The Cincinnati study area is well endowed with historic, archaeological, and natural resources, many of which have been officially recognized. The 40-acre Hazelwood Botanical Preserve, owned by the University of Cincinnati, was registered as a natural landmark in 1974. A 64-mile section of the Little Miami River in Warren and Green Counties was designated a National Scenic River by the Secretary of the Interior. The entire Little Miami River was designated a State Scenic River by the state, the first Ohio waterway to achieve that status.

The Secretary of the Interior has nominated 133 properties, sites, and districts in the Cincinnati SCSA to the National Register of Historic Places. Included are such significant archaeological resources as vestiges of prehistoric Hopewell and Fort Ancient Indians, the historically important U.S. Grant birthplace, the William Henry Harrison tomb, and the William Howard Taft home. In addition, five structures in the area are designated as National Historic Landmarks. Many of these historic, cultural, and archaeological resources are preserved under public or private ownership or maintained and operated under a variety of adaptive uses.

ADEQUACY OF RECREATIONAL RESOURCES

A statement concerning the adequacy of existing resources must, by necessity, be arbitrary. This becomes evident when the number of jurisdictions and their related boards, commissions, and advisory groups involved in the nine-county area are considered. For instance, according to the 1973 OKI Open-Space Plan, acquisition of an additional 15,000 acres will be necessary to meet 1990 local park demands. These data were established by projecting population figures to 1990 and then figuring 30 acres of open space for each 1,000 population. During the interview stage, however, these criteria were questioned by other agencies, and different methods were advanced. The analysis, then, is based on team observations both from on-the-ground surveys and from the various interviews.

Recreation in the Cincinnati-Hamilton SCSA is inadequate from a total available acreage standpoint, but it does provide the variety of uses necessary to satisfy individual desires.

The condition of any facility is most directly related to how much funding is allocated for equipment, manpower, and supplies. Within the nine-county area, funding allocations for recreational resources vary over a considerable range and are apparently most dependent on the relative position recreation enjoys in the responsible jurisdiction's annual budget.

Maintenance funds for Cincinnati parks and recreational areas have been cut for the last 3 years; 1,000 city employees were laid off this year, and much of the equipment is obsolete. The city council has voted against any tax increases and last year a proposed tax increase was defeated at the polls. An even grimmer picture is painted for Newport, Kentucky, which has vastly inadequate recreational development. Operations and maintenance funds for recreation decline each year. Newport's present total operations and maintenance budget is $54,000, which includes all staffing.

Because the Hamilton County Park District operates on the precept that a park should pay for itself, parks and facilities in that area are in excellent condition. Entrance fees are charged (on a daily or seasonal basis) as well as user fees for golf, boat rental, horses, and food services. In addition, Hamilton County voters passed a ½-mill levy in 1973 to benefit the park district.

The HCPD and HCRPC staff maintain that there is a need for more consideration to be given the suburbs in Hamilton County (particularly for active recreation facilities); too much attention is focused on Cincinnati. From observations of study team members and as recognized in the Ohio SCORP, it appears that more positive things are happening in the way of recreation in Cincinnati than in many of the suburbs. There are more parks with better distribution and a larger variety of programs. The following recommendation was made in the Ohio SCORP: "The suburbs of greater Cincinnati have major lacks in recreation and open space. Intensified efforts to bring about a higher priority status for recreation in local budgeting is essential. Fuller use of county and state resources should be encouraged in the suburban communities to reduce short-term needs."

It is the opinion of the HCRPC staff that the State Comprehensive Outdoor Recreation Plan is too broad in scope and therefore does not represent local needs. The planning commission believes the SCORP should be written to include data at the county level in order to more accurately represent local needs. It suggests this be accomplished by having the state control the study format but subcontract the work to state district levels. HCRPC believes there is a need for technical information on how to implement plans and recreation standards. It also suggests that the Bureau of Outdoor Recreation

EXISTING

PROPOSED

proposed and existing parks and recreation areas

cincinnati/hamilton standard consolidated statistical area

or some other federal agency and the state of Ohio should provide information on alternatives to fee acquisition to regional and local recreation agencies.

The HCRPC and the city of Hamilton indicated a need for accessibility to appropriate available research. More specifically, the Cincinnati Department of Recreation and the Department of Parks believe there is a need for technical assistance and research on the design of facilities for the handicapped.

The Cincinnati Department of Urban Development, some city neighborhoods, and the city of Hamilton recognized the need for research on the design of playground equipment. They also indicated that better contact between different agencies and between agencies and users might result in the provision of more satisfactory facilities.

The most visible lack of facilities in the SCSA is in the extremely high-density, low-income areas at the inner cities and in the outlying suburbs. As a direct result of provisions enacted after the racial disturbances of the late 1960s, Cincinnati has emphasized the provision of recreational opportunities for low-income and inner-city residents, but study team members observed that there is still room for improvement. For instance, many of the tot lots and small playgrounds are deteriorating and appear to be hangouts for older youths and adults. In Newport, building density prohibits play field development. Here there is no open space and the limits of the city are severely restricted with no adjacent lands to annex. Middletown has a commendable recreational system, but with some lands underutilized. Despite the shortcomings noted, Cincinnati supports an extensive park system and program of recreation. Hamilton does a good job with the financial resources and recreational facilities at its disposal but has obvious deficiencies.

Two issues emerge most noticeably in Cincinnati. First, the recreation commission schedules so many organized team leagues on the ball fields that those not participating in league play cannot use the fields. Second, it appears that major city recreation emphasis is concentrated in the lower-income neighborhoods. Residents of middle- and upper-income areas, even though they have greater mobility and more personal property, still retain the same immediate recreational needs as other income groups. Additional situations requiring attention are the rehabilitation of antiquated structures and equipment and a more comprehensive recreation commission information network to determine and supply programs for adult education and the elderly. A continuing problem is the provision of open space, facilities, and programs to low-income, high-density neighborhoods. Efforts should be exerted to seek citywide voter support to promote sufficient revenues to satisfy these demands.

Provision of adequate recreational facilities would seem to be more easily accomplished in outlying areas because of greater availability of space, but this is not the case everywhere. Residents of areas outside Cincinnati resent the scarcity of facilities

caused by the city's urge to provide recreational opportunities for the inner city, since it is largely tax monies from outlying areas that support recreational programs.

Newport retains nearly the same building density throughout the city and experiences the same deficiencies as other cities. Outlying neighborhoods of the remaining cities either utilize the open space available in the community or make use of the regional parks, which are more readily accessible.

Conditions of both inner-city and fringe facilities, with the exception of the county and many of the larger city parks, are marginal. Facilities are satisfactory for most of the intended uses but many show lack of adequate maintenance.

Additional implementation of the Cincinnati Hillsides Development Plan, which is intended to prohibit development on steep slopes and preserve these lands in their natural state, will go far to support passive recreational opportunities.

The river corridors are not now intensively developed but do provide opportunities for extensive recreational use of both land-based (trails, bank fishing, picnicking) and water-based (boating, water skiing, fishing) activities. The Ohio River is the most outstanding of these resources, but also prominent are the Whitewater River, the Little Miami and Great Miami Rivers, and, to a lesser extent, the Licking River in Kentucky.

City parks (those over 50 acres) throughout the study area are of great value. All provide facilities for varied activities and all are in satisfactory condition, with relatively minor areas requiring additional upkeep and maintenance. By design, each is readily accessible to the communities served and all support substantial weekly use. In conjunction with the Hamilton and Kenton County Park systems, the entire major urban area is served. The major exception to this is the southeastern portion of Cincinnati. The Hamilton County Park District is completing land acquisition in this area, however, and plans to establish a park in the next 5 years. A second exception is in northern Campbell County, where residents do not have ready access to any large open-space area.

There are no state parks within 20 miles of the center of the urban area. However, several are within 40 miles of the core of Cincinnati and receive very high seasonal use and substantial off-season use. Older parks are in excellent shape, although occasional deterioration of certain cyclic maintenance projects was noted.

The SCSA is located within a 100-mile range of numerous state and national recreation areas. They include state parks and forests. Most are readily accessible via a well-developed system of interstate expressways and other state and federal highways. These facilities are heavily used by the SCSA's public for weekend or day-long visits.

PLANNED AND POTENTIAL EXPANSION

PLANNED EXPANSION

Influences on Planning

Trends during the past decade or more toward increased recreational and open-space resources and services have been demonstrated in varying degrees throughout this SCSA, but have generally been reversed recently, mostly because insufficient financial resources preclude growth of recreational/open-space systems among other pressing local services. While federal and state funds have been essential, no coordinated intergovernmental program aimed at meeting the SCSA's recreational/open-space needs exists, nor is that function effectively integrated with other services.

The extent of urban recreational growth and development since 1962 has varied considerably among the jurisdictions throughout the Cincinnati-Hamilton SCSA. Trends were discussed with a sample of federal, state, regional, and local public agencies and private

interest groups which perform functions related to delivery of open-space/ recreational opportunities in the SCSA.

The OKI Regional Council of Governments traced its role in helping local jurisdictions with urban recreation to the late 1960s. Before that its involvement within the nine-county SCSA was almost exclusively with transportation. Interest in urban recreation increased in the region during the early 1970s, as evidenced both by elected officials' awareness and by mobilization of citizen support, accompanied by increased use of available federal funds. Two important influences were the "no more highways" attitude that prevailed at that time and the impact of strong federal legislation passed during the late 1960s and early 1970s. OKI consulted with special interest groups throughout the region about open-space and recreational requirements in developing its 1973 Open-Space Plan, which was HUD-701 funded.

Among jurisdictions throughout the SCSA, the city of Cincinnati has demonstrated the most apparent progress in meeting urban recreational needs. The combined efforts of the city's planning commission, recreation department, and parks department have effected a range of open-space/recreational improvements during the last 15 years. Attempts have focused on providing a balance of active and passive recreational opportunities, with no identifiable demand for one type over the other. Several actions initiated during the last decade continue to influence efforts to improve delivery of resources and services.

Recreational development along the Ohio riverfront, hillside preservation, and inner-city active recreation have been emphasized in Cincinnati. Development during the 1970s of large recreational complexes and a serpentine park with public boat launching ramp on the Ohio riverfront, in the heart of the city, served as a catalyst for further acquisition and development of open-space and recreational facilities along the waterway. Availability of Land and Water Conservation Funds has been essential to completing the development accomplished to date. Revitalization of the central riverfront has fostered among the urban population a renewed pride and commitment to continued improvement of the city's amenities.

Since the late 1960s the Cincinnati Planning Commission has been working with nonprofit private foundations to implement the recommendations of "A Study of the Cincinnati Hillside and General Development Plan Based on the Community-Corridor Concept," which identified 25 hillside districts spread over 20 percent of the city's land base. In order to provide more strategically located open space that exhibits development-restrictive characteristics, the group conceived that hillsides should be preserved to serve as "community separators" with compatible passive recreational opportunities.

Improved delivery of recreational resources and services to meet inner-city needs was initiated in response to the 1967 civil disorders in the city. Higher funding from city council had been enjoyed by the recreation commission for several years, increasing from an estimated $1.4 million in 1966 to $2.8 million in 1971 and to $5.0 million in 1974. Combined with federal assistance obtained from revenue sharing, various HUD grants, CETA monies, and LWCF, the city funding was channeled primarily to those active recreational needs identified in inner-city neighborhoods which had particularly suffered from a mixture of social and economic problems. Projects accomplished included construction of modern deep swimming pool complexes to replace 24 of the old 52 shallow swimming pools built under the Work Project (WPA) program, 7 new community centers developed on school lands or in old firehouses, bringing the total to 22 centers of the 44 needed to serve all neighborhoods (there are now 26 centers), a multiservice senior citizens' center, and several self-supporting golf courses. The generous funding enjoyed by the recreation department has been reversed in the last 2 years. This has resulted in an inadequate operations and maintenance budget for these new developments in inner-city areas.

The city of Cincinnati has provided open-space areas that emphasize resource preservation with low-density recreational development. Substantial gains in the resource base of the park system have been accomplished, as well as relatively effective delivery of recreational programs. These achievements reflect the use of the parks department's fortunate combination of funding sources from private donations, several trusts, an extensive volunteer staff, adequate municipal revenue, and some LWCF grants.

This successful municipal delivery of open-space/recreational resources and services for a substantial portion of inner-city neighborhoods has caused a corresponding neglect of recreational needs in the suburban fringe areas of Cincinnati. Furthermore, budget cuts resulting from a reduced tax base have reversed the momentum exhibited in city programs in the last 15 years. Reliance on federal assistance has increased recently.

The Hamilton County Park District has provided many regional parks that emphasize natural resource preservation. The district has developed an extensive park system for the county, particularly during the past several years. When a bond issue was defeated at the polls in 1960, HCPD implemented a self-supporting philosophy to sustain operations for the park system. When a reintroduced levy met with 80 percent voter approval in 1973, HCPD's aggressive leadership pursued land acquisition; the park system grew from 3 to 11 areas. HCPD's system provides substantial regional park needs for Hamilton County's population, as well as for nearby jurisdictions, while retaining its basic policy to restrict high-intensity recreation to 20 percent of the district's resource base.

The Hamilton County Regional Planning Commission indicated that the county's jurisdictional units outside the city of Cincinnati have not demonstrated concern for delivery of recreational services to meet local needs. However, HCRPC's perceptions were contrary to the information conveyed by the Hamilton County Community Development Department. Under that department's community development program, established to distribute HUD Community Development Block Grant funds allocated to Hamilton County as an entitlement urban county, 35 of a potential 46 nonentitlement jurisdictions in the county have opted to participate. The department reports that these communities' applications to the county for CDBG funds reflect a high priority for open-space/recreational projects. Use of CETA funds is also extensive and in most cases essential for staffing local recreational programs. Furthermore, each of 15 jurisdictions within Hamilton County, in addition to the city of Cincinnati, has received an LWCF grant since 1968, with the majority of projects earmarked for land acquisition. Clearly, federal assistance for recreational resources and services has become increasingly important to small local jurisdictions within Hamilton County that would otherwise be constrained with minimal funding capability from locally generated revenue sources.

Beyond Hamilton County and the city of Cincinnati, the only notable progress in providing recreational resource programs in the SCSA has occurred in the extensively urbanized cities of Hamilton and Middletown in Butler County. In contrast, other areas in Butler County and in Warren and Clermont Counties and their respective local subunits have not been aggressive. Several other rapidly growing communities in these counties have faced problems of dwindling availability of open space to satisfy increased local recreational needs.

The Middletown Department of Planning and Community Development reports that while more attention has been directed to other critical city functions in the past decade, land acquisition in recent years has doubled Middletown's recreational resource inventory. Higher priority funding for development of these lands can now be expected as a result of completion of other community development projects. The burden on the city to provide active recreation locally has been partially relieved by availability of recreational resources provided by two large industries that employ a large portion of the city's labor force. Middletown has also actively pursued recreational potential along the Miami River corridor, having contributed funds and technical assistance to the 1974 plan.

Parks and recreation in the city of Hamilton have emphasized active recreation. Although passive recreation has been considered valuable, little funding has been available for it. A notable exception has been acquisition and development of a 19-acre nature center, resulting from a petition to the city council by an elementary school class. Most of the recreational land available to the city had been donated before 1960. Recent efforts have channeled available general funds along with CDBG grants to upgrading existing active recreational facilities. Considerable development of varied facilities to meet activity needs of all age groups had been provided during

the early 1970s at the 288-acre Joyce Park, which is also intentionally available to Fairfield residents. No new programs have been initiated in the last 3 years by the city of Hamilton, and existing programs would not have survived without use of federal manpower and CETA programs and university co-op students.

The Butler County Park District maintains a system of approximately 1,200 acres scattered among a dozen units. Two of these are recently acquired roadside parks assigned to the district by the Ohio Department of Transportation. The role of the district is clearly defined as that of maintaining natural conditions; thus, the development of facilities for activities that are not inherently a part of that concept is rejected. Growth of the park district's resource base has not been significant.

The Miami Conservancy District in Butler County, authorized in 1913 as an independent public agency under the state of Ohio for the primary purpose of flood protection, is funded through tax assessments of benefited property owners. Extensive landholdings along the river corridor have been acquired in fee or in easements by the MCD as necessary for its purposes. The MCD reported that the opportunity to use floodplain lands for recreational development compatible with the fragile character of the resource was recognized around 1968. The district will lease its land to local jurisdictions for such use, but to date only a few parcels in the cities of Middletown and Hamilton have been converted.

In the relatively undeveloped counties of Warren and Clermont there has been little provision of recreational open space in the last 15 years. The Warren County Planning Commission reports no identifiable direction in recreational resource development before 1967 when Little Miami, Inc., a private nonprofit activist group, was formed to mobilize support for preserving the river corridor. The opening of the elaborate Kings Island Amusement Park and the developing state park at Caesar Creek Reservoir have contributed to the agency's perception that the county will evolve into a southwest Ohio "playland." However, there has been little progress in providing local recreational resources.

Although a handful of small municipal parks has existed in Clermont County for over 35 years, no county efforts had been directed toward supplying recreational resources until there were some small land acquisitions in 1967. The trend at local levels within the county has been for active, youth-oriented recreation, often provided by the school system. Minimal local recreational development was provided by the county or municipalities for several townships experiencing rapid growth, generally because no adequate leadership has existed. Since the establishment of the Clermont County Park Commission in 1974, several small parcels have been acquired, with minimal development provided. Considerable recreational development was accomplished at 1,100-acre Stonelick State Park during the late 1960s.

The main urban concentration in the Kentucky portion of the SCSA lies in the northern areas of Kenton and Boone Counties, where local agencies' provision of recreational resources has been inadequate during the last 15 years, particularly in cities fronting the Ohio River. Those municipalities have identified increased demands in the inner city for active recreation, but little land is available and there is essentially no funding to meet those demands.

The Northern Kentucky Area Planning Commission, serving an advisory role for Kenton and Campbell Counties, similarly recognized recent local demands for more active than passive recreation, but identified no major development to serve those needs adequately other than some small expansions of existing facilities. The Kentucky Department of Parks indicated efforts to channel a higher proportion of LWCF grants than had been traditional to northern Kentucky during the past several years. Two recent results have been expansion and considerable development of active recreational facilities at Kenton and Campbell County regional parks. Acquisition and development of Big Bone Lick State Park in Boone County has been completed during the last 15 years. However, the department of parks noted that state parks are planned and operated independent of any perceived urban recreational need. That agency did identify what it felt to be a disturbing trend during the past several years. Local jurisdictions are pressuring the state to take direct responsibility for local parks development and for operations and maintenance.

The private sector has exerted an important influence on growth of recreational/open-space resources in several ways, including provision of recreational facilities, donation of land to public agencies, and mobilization of grass-roots support to induce public commitment. The 1973 OKI Open-Space Plan recognized the important role of the private sector in complementing public agencies' open-space and recreation efforts, although the primary responsibility of the public sector for providing urban recreation was stressed. Substantial gains over the last two decades were cited for the following private land-based or water-based recreational facilities: golf, tennis, organized camps, campgrounds, picnic areas, marinas, pay fishing lakes, canoeing, and swimming. A notable achievement was the 1967 acquisition and development of the Cincinnati Nature Center in Clermont County by a private nonprofit organization. This 600-acre site provides extensive environmental education programs for the region.

The Ohio SCORP reports that the majority of ownership patterns for private outdoor recreational facilities in the SCSA's Ohio counties are typical of the state in general, that is, facilities are owned by individuals, corporations, and nonprofit organizations. Private outdoor recreation operators in Ohio do not systematically intend to overprice their services to the public. In general, the returns to labor and management for private outdoor recreational enterprises have been very low. Location of private outdoor recreational facilities to adjacent land uses has been distributed among the four Ohio counties in the SCSA as follows:

Adjacent Land Use	% Private Outdoor Recreational Area
Residential	58.7
Agricultural	41.4
Roads and Highways	28.5
Commercial	19.2
Utility Rights-of-Way	14.5
Industrial	9.6
Public Outdoor Recreation	8.6
Forest Land	7.4
Private Outdoor Recreation	6.4
Water Impoundments	3.6
Strip Mining	2.6

Despite the increases cited by OKI for private recreational facilities in the SCSA, the Ohio SCORP reports a recent statewide trend of declining numbers of private enterprises, with a decrease of 46 percent from 1971 to 1975 in the SCSA's Ohio counties.

Another significant contribution of the private sector has been the activities of special interest groups and quasi-public organizations. The efforts of Little Miami, Inc., established in 1967, strongly influenced the designation of the total reaches of the Little Miami River as the first state scenic river and of the upper 64 miles as a state-administered national scenic river. LMI currently has approximately 1,200 members and has gained the support of the state and local agencies in Hamilton, Clermont, and Warren Counties in efforts to preserve the river corridor. A number of recreational resources have already been acquired and developed along the river by state and local public park providers. Mobilization of support to implement the recreational and preservation potential of the river corridor continues to accelerate. Other notable private or quasi-public organizations that influence public decision makers to initiate mechanisms for improved delivery of open-space/recreational opportunities in the SCSA are the Butler County/Great Miami River Corridor Committee, the Cincinnati Institute, the Stephen H. Wilder Foundation, the Hillside Preservation Advisory Committee, and the Cincinnati Riverfront Advisory Council. While the efforts of these groups have not yet made major additions to the recreational resource base of the SCSA, the influence of their activities portends optimistic potentials.

Until recently, preservation of historic and archaeological resources in the Cincinnati SCSA had not been perceived as an integral component of open-space and recreation planning by most local agencies. The Cincinnati Department of Parks was the only agency

reporting extensive historic preservation accomplishments, which have included the recent refurbishment of the century-old Music Hall in downtown Cincinnati, the home of the Cincinnati Symphony Orchestra, and the development of a park surrounding the historic Harriet Beecher Stowe House.

The majority of historic preservation efforts in the study area have been coordinated by the Miami Purchase Associatinn, a private nonprofit group formed in 1964 and charged with district responsibility for acquisitions in southwest Ohio in 1975 by the state historic preservation officer under the Ohio Historic Society. The association obtains funding from donations, membership dues, and federal historic preservation grants, which are used, often under contract with public agencies, to acquire historic properties, to conduct research, and to encourage private preservation efforts. A 19th-century village in Sharon Woods Park, composed of historic buildings moved from original sites because of impending demolition, is a recent acquisition. In coordination with the Hamilton County Park District and the city of Cincinnati, the association contracted with the National Park Service in 1974 for a Historic American Buildings Survey project on the city's historic Dayton Street. That neighborhood is now protected by city ordinance and listed on the National Register of Historic Places. The impact of federal legislation providing assistance for historic preservation projects was recognized as essential to the association's progress.

In summary, substantial progress in delivery of recreational/open-space resources and services has occurred in many parts of the SCSA throughout the past 15 years. The systems in the cities of Cincinnati, Hamilton, and Middletown have particularly advanced, as has the expansion of the Hamilton County Park District. The accomplishments of Cincinnati's well-coordinated park, recreation, and planning agencies and the aggressive leadership of the Hamilton County Park District stand out among the SCSA's park providers. With the exception of the latter agency, however, a relative stalemate has been reached without availability of increased funding to continue programs, operate and maintain existing facilities, an expand resources as required for urban demands. The remaining county park providers, as well as municipal and township public recreation departments, have achieved less notable accomplishments in varying degrees. Generally the accomplishments are piecemeal and not well distributed throughout the SCSA. The needed base and distribution of open-space and recreational opportunities have not been provided by any of these agencies.

Federal funding has been essential to growth of recreational opportunities in the SCSA during the last 15 years. As discussed under park and recreation financing federal assistance programs have been particularly important for acquisition and development in many areas of the SCSA, often to the neglect of adequate operations and maintenance funding. Most of the total LWCF allocations to the SCSA went to more densely populated counties. However, these grants have not been targeted consistently to the urban areas with the most immediate recreational needs.

State assistance for recreation projects in the SCSA has been fairly substantial in recent years. State funds matched to LWCF grants and cost sharing with the Army Corps of Engineers have been reflected in the major development of several state parks in Ohio and Kentucky, acquisition of natural areas along the Little Miami scenic river corridor, and establishment of hiking trails in Ohio.

In the last decade the state of Ohio has made major revenue commitments for outdoor recreation. In the mid-1960s two major bond issues were implemented by the state ($80 million total). In addition to these bond issues and other legislation appropriations, the state made a major commitment in 1972. Of its total federal revenue-sharing fund allocation of more than $18 million, it allocated nearly 25 percent for natural resource projects. This funding commitment has not been paralleled in the state of Kentucky for recreation and open space except for a heavy emphasis on Kentucky's popular state parks, from which the state derives a substantial economic gain.

Perceived Needs

Most master plans of the study area jurisdictions are outdated; however, the Cincinnati recreation plan, scheduled for completion in 1978, will be included as part of the new city coordinated plan.

Hamilton's latest recreation plan was completed in 1964. This plan has been studied for 2 years and is currently being studied with reference to specific townships for which specific park plans are being developed. An open-space study is being completed for the county by the Hamilton County Regional Planning Commission with the help of an urban planning grant under Section 701 of the HUD act of 1965.

Colerain Township has no recreation master plan but the township, like the other jurisdictions, is included in the Ohio-Kentucky-Indiana regional plan. Newport and the Kentucky counties of Campbell and Kenton are also part of the Northern Kentucky Area Planning Commission regional plan.

The Ohio SCORP reports that Planning Region One, including the Cincinnati metropolitan area and the populous Hamilton-Middletown corridor in Butler County, exhibits substantial park needs for 1990. The plan forecasts that three statewide facilities, four regional facilities, and nine community parks will be necessary to satisfy projected needs for this region. The plan also indicates that specialized public park facilities are inadequate. The greatest need is for bikeways, campsites, golf courses, picnic tables, swimming areas, and tennis courts.

The Kentucky SCORP emphasized the deficiency of water related activities in northern counties included in the Cincinnati-Hamilton SCSA as well as a growing shortage of open space in rapidly urbanizing areas farther south of the already densely developed core cities.

Regional and local open-space needs for the entire nine-county SCSA were analyzed by the OKI Regional Council of Governments in its 1973 open-space plan. The commonly used population ratio method was modified to standards of 30 acres of regional open space and 10 acres of local parks required per 1,000 population. Those projections revealed a total need for 33,980 acres of additional regional parkland in the nine-county region for 1990 and for almost 15,000 acres of additional local open space. While the population ratio method oversimplifies a complex range of variables important to open-space/recreational planning, the OKI projections are presented here as a reasonable overview of the SCSA's 1990 open-space requirements (tables 13 and 14).

None of the agencies contacted in the study area expressed satisfaction with the present delivery of open-space/recreational resources in their respective areas. As may be expected, the more critical immediate needs were perceived for more densely developed urban areas. However, the need to retain open space for anticipated population growth in spillover areas was identified by all counties. Also of concern was the inadequate park resource base in suburban jurisdictions. Since it is difficult to discern generalized needs applicable to all areas throughout the SCSA, agency perceptions and documented needs for several counties and jurisdictions are discussed separately below.

Hamilton County. The city of Cincinnati, having achieved significant progress in delivery of urban recreational resources, now urgently needs adequate operations and maintenance funds to expand its services. Capital improvements are required for many deteriorated or outdated facilities in the inner city. The recreation department considers it necessary to provide, as quickly as possible, community recreational centers for the remaining 20 of the city's 44 neighborhoods that now lack such facilities. Both the recreation department and the park board are concerned with program cutbacks. Furthermore, additional facilities must be provided for special groups, including the elderly and the handicapped.

Regarding suburban communities, both city and county officials reiterated the statement reported in the Ohio SCORP: "Parks and recreation facilities in the suburban areas of Hamilton County are consistently below commonly employed standards. Nearly all have serious deficiencies both in total area and in the supply of specific facilities. Indian Hill is the only community that is characterized by ample lands although certain others, such as Greenhills, have a fortunate location in proximity to a major recreational area in the county system."

Land acquisition is an urgent need expressed by the state, the Hamilton County Park District, and the city of Cincinnati. Land is particularly needed in northern and eastern parts of the county, where development trends suggest that within a few years open lands will no longer be available. All agencies considered it highly desirable to direct particular attention to the open-space/recreational potential of the Little Miami River Valley and the Ohio riverfront.

TABLE 13

REQUIRED REGIONAL PARK ACREAGE

County	1970 Population	Projected 1990 Population	Existing Adjusted Regional Park Acreage, 1973	Recommended Additional Acreage to be Acquired By 1990
Ohio				
Butler County	226,207	340,000	5,199	+ 5,001
Clermont County	95,725	173,000	1,690	+ 3,410
Hamilton County	924,018	1,200,000	23,534	+12,466
Warren County	84,925	175,000	1,500	+ 3,750
Kentucky				
Boone County	32,812	55,000	84	+ 1,560
Kenton County	129,440	165,000	752	+ 4,200
Campbell County	88,501	115,000	1,063	+ 2,390
Indiana				
Dearborn County	29,430	35,000	–	+ 1,050
Ohio County	4,289	5,000	–	+ 150
TOTAL	**1,615,347**	**2,263,000**	**33,822**	**+33,977**

Source: OKI Regional Council of Governments, *Open Space Plan*, 1973.

[1] OKI Projections.

[2] The total acreages for the five state parks in Ohio Counties (23,510 acres) have been distributed proportionately among Ohio or Kentucky Counties in the SCSA by OKI, based on their rationale that "state parks are established to provide recreational opportunities for the people of an entire state; therefore, it is not proper to relieve a county from responsibility to provide additional parks just because a state park is located within its boundaries."

TABLE 14

THE NEED FOR LOCAL PUBLIC PARK ACREAGE

Study Areas	1970 Census Population	1990[2] Population	Existing[3] Land (Public)	Needed[4] Land 1970	Desired[4] Parkland 1990	Total Additional Land Requirement by 1990
Butler County						
Hamilton	67,895	105,000	1,158.20	679	1,050	Adequate
Middletown	48,767	110,000	154.60	488	1,100	945.40
Fairfield	14,680	15,925	221.00	147	159	Adequate
Trenton	5,278	5,250	–	53	53	53.00
Union Township	12,237	21,700	–	122	217	217.00
Oxford	15,868	16,000	2.00	159	160	158.00
Remainder	61,512	66,125	–	615	661	661.00
County Total	**226,207**	**340,000**	**1,535.80**	**2,263**	**3,400**	**1,864.20**
Clermont County						
Miami Township	16,377	39,343	–	164	393	393.00
Union Township	20,487	41,720	–	205	417	310.00
Remainder	58,861	91,937	34.00	588	890	963.00
County Total	**95,725**	**173,000**	**34.00**	**957**	**1,700**	**1,666.00**
Hamilton County						
Cincinnati	452,524	520,000	3,864.17	4,525	5,200	1,335.83
Norwood	30,240	40,000	40.00	302	400	360.00
St. Bernard	6,068	6,600	10.00	61	66	56.00

Study Areas	1970 Census Population	1990 Population	Existing Land (Public)	Needed Land 1970	Desired Parkland 1990	Total Additional Land Requirement by 1990
Hamilton County (Cont.)						
Amberley	5,574	5,350	10.00	56	54	44.00
Blue Ash	8,324	11,600	16.00	83	116	100.00
Cheviot	11,135	12,000	16.80	111	120	103.20
Deer Park	7,[illegible]	8,600	9.00	74	86	77.00
Forest Park	15,139	32,900	28.00	151	329	301.00
Golf Manor	5,[illegible]	5,200	3.00	52	52	49.00
Greenhills	6,092	6,600	9.00	61	66	57.00
Indian Hill	5,651	6,600	1,200.00	57	66	Adequate
Lincoln Heights	6,099	7,600	–	61	76	76.00
Lockland	5,288	3,800	4.00	53	38	34.00
Loveland	7,144	6,700	14.00	71	67	53.00
Madeira	10,909	11,240	6.00	109	112	106.00
Montgomery	5,683	6,600	7.00	57	66	59.00
Mt. Healthy	7,446	7,600	7.00	74	76	69.00
North College Hill	12,363	13,000	5.00	124	130	125.00
Reading	14,303	14,200	28.00	143	142	114.00
Sharonville	10,985	13,100	37.00	110	131	94.00
Silverton	6,588	8,500	11.50	66	85	73.50
Springdale	8,127	16,200	89.80	81	162	72.20
Wyoming	9,089	10,500	24.40	91	105	80.60
Anderson Township	25,587	43,250	5.00	256	432	427.00
Colerain Township	50,971	79,950	21.00	510	799	778.00
Delhi Township	25,785	30,800	71.00	258	308	237.00
Green Township	49,917	75,900	3.00	499	759	756.00
Springfield Township	41,611	61,700	74.60	416	617	542.40

Study Area	1970 Census Population	1990 Population	Existing Land (Public)	Needed Land 1970	Desired Parkland 1990	Total Additional Land Requirement by 1990
Hamilton County (Cont.)						
Sycamore Township	12,305	26,500	15.00	123	265	261.00
Remainder	60,486	107,410	149.63	605	1,074	924.37
County Total	**924,018**	**1,200,000**	**5,776.90**	**9,240**	**12,000**	**6,223.10**
Warren County						
Franklin Township	12,381	39,188	–	101	392	392.00
Franklin	10,075	15,540	35.00	124	155	120.00
Mason	5,677	12,300	–	57	123	123.00
Lebanon	7,934	13,700	117.00	79	137	20.00
Remainder	48,858	94,272	75.00	487	943	868.00
County Total	**84,925**	**175,000**	**224.00**	**848**	**1,750**	**1,526.00**
Boone County						
Florence	11,457	20,000	7.00	115	200	193.00
Remainder	21,355	33,000	16.00	213	351	335.00
County Total	**32,812**	**53,000**	**23.00**	**328**	**551**	**528.00**
Kenton County						
Covington	52,535	60,000	34.80	525	600	565.20
Ludlow	5,815	6,700	10.60	58	67	56.40
Elsmere	5,161	9,650	6.20	51	96	89.80
Erlanger	12,676	18,350	2.50	127	184	181.50

Study Areas	1970 Census Population	1990 Population	Existing Land (Public)	Needed Land 1970	Desired Parkland 1990	Total Additional Land Requirement by 1990
Kenton County (Cont.)						
Ft. Mitchell	6,982	5,100	–	70	51	51.00
Remainder	46,271	47,605	1.70	463	652	650.30
County Total	**129,440**	**165,000**	**55.80**	**1,294**	**1,650**	**1,594.20**
Campbell County						
Bellevue	8,847	9,000	9.90	80	90	80.10
Dayton	8,691	7,000	31.50	87	70	38.50
Fort Thomas	16,338	19,000	151.90	163	190	38.10
Newport	25,998	30,000	44.70	260	300	255.30
Remainder	28,627	50,000	5.10	287	500	494.90
County Total	**88,501**	**115,000**	**243.10**	**885**	**1,150**	**906.90**
Dearborn County	**29,430**	**35,000**	**69.40**	**294**	**350**	**280.60**
Ohio County	**4,289**	**5,000**	**5.00**	**43**	**50**	**45.00**
OKI Region Total	**1,615,347**	**2,263,000**	**7,967.00**	**16,897.4**	**22,601**	**14,634.00**

Source: OKI Technical Assistance Bulletin, September 1973.

[1]This table reflects the need in cities with population of 5,000 and higher and townships with population of 10,000 and higher.

[2]OKI projections.

[3]Does not include regional parks owned by the cities of Cincinnati, Middletown, and Covington.

[4]Based on the standard of 10 acres per 1,000 population.

It was the opinion of some Hamilton County Regional Planning Commission planners that the commission and the Hamilton County Park District need to emphasize "real live" long-range planning. They feel that the 1973 master plan of the HCPD was primarily a modification of the thinking of county commissioners and a formalization of plans in progress, not the result of more detailed on-site research and planning. They also think the county and township officials are too much involved with short-range and immediate concerns, being preoccupied with zoning and subdivision developments, and are sometimes "insensitive" to the importance of recreation and recreation planning.

However, this is not the official position of either the HCPD or the HCRPC, each of whom maintains that the park district's 1973 master plan is a good one that included input from the Cincinnati Board of Park Commissioners, and was based on detailed studies including on-site inspections. Furthermore, the HCPD does not agree that township officials are insensitive to the importance of recreation or preoccupied with zoning.

Planning in the county and, probably more importantly, the implementation of plans are not keeping pace with development. This results in insufficient and ill-planned facilities in the suburbs and townships. The Cincinnati Planning Commission considers the trend of people and industry to move from the city to the suburbs an erosion of the city tax base. This trend also has the effect of compounding planning problems in the suburbs.

The need to plan for preservation of open space among the sprawling commercial and subdivision developments in Colerain Township is evident. Colerain Township has provided some of the better recreational facilities in the county, and there are opportunities to preserve open space in undeveloped portions. Without land-use planning and its implementation, the opportunity to preserve best-suited and deserving lands for open-space and recreational development will be lost. It is strongly suspected that the more urbanized townships in the study area are facing a similar situation.

The southern boundary of Hamilton County is formed by 22 miles of the Ohio riverfront. Only 20 percent of this land is accessible for public recreation; 12 percent is in parks and public recreational facilities, 6 percent in boat harbors, and 2 percent in other commercial recreation. Only three public boat launching ramps are available. These percentages reflect recent acquisition and development of several recreational sites. In most of these areas, deteriorated conditions of nearby land have had a negative impact on public use. The agencies expressed an urgent need to initiate effective land-use controls, coupled with increased riverfront recreational development.

Clermont and Warren Counties. Both of these relatively non-urban counties expressed a strong need for better accommodation of local recreational requirements. Warren

County's executive planning director expressed grave reservations about the inclusion of state parkland in the county's regional park total, since "the results will not equitably reflect the need for major parkland in the county . . . state parks are established to provide recreational opportunities for the people of an entire state." That official also said county commissioners and many municipalities in Warren County recognize the need to preserve the Little Miami River and to use the corridor and adjacent sites for recreational opportunities. However, several small jurisdictions have expressed opposition to outsiders "invading their territory" for recreational use of the Little Miami.

Clermont County's planning director was more concerned with the immediate need to provide local recreation for the county's rapidly growing municipalities. Two townships in the western portion of the county have absorbed a substantial spillover from highly urbanized Hamilton County. This caused an estimated 36 percent population increase from 1970 to 1976. Smaller communities have also experienced similar recent growth patterns. The county planning commission reported a total of only 57 acres of both local public parks and recreational lands, which leaves a present shortage of 1,123 acres. In addition to open-space acquisition, there is a need for more recreational programs, particularly for youth.

Butler County. The cities of Middletown and Hamilton have sufficient local parkland according to population ratio standards; however, the distribution and types of recreational opportunities are unbalanced. Newer urbanizing areas in the county reflect critical shortages of community recreational opportunities. Only 1 of the 13 townships has a park system. The SCORP reports that "the increasing sprawl evident in the county is placing increasing numbers of people under township government. A major effort needs to be made to develop recreational facilities within these townships parallel to the more familiar neighborhood park." Regarding the county's four major cities, the SCORP states, "Each of the communities has a need for specific types of facilities, and thus should work to satisfy these needs. Hamilton needs more lighted ball diamonds, Oxford needs a playground in its northern section and a larger community park, Fairfield will have a continuing need for additional neighborhood facilities as suburbanization continues. Continued land acquisition in Middletown is necessary to establish a better distributional balance of neighborhood parks. Similarly, a swimming pool should be added on the east side to balance out access to that activity for the entire population."

The city of Hamilton's parks and recreation director perceived an immediate need for upgrading existing facilities and for adequate operations and maintenance. Required acquisition of open space for passive recreation was considered less urgent, though if this is not accomplished soon suitable areas may be lost to commercial and residential development. A Middletown planning official emphasized the need for improved programs in existing community parks. Officials from both cities perceived a need to acquire

CONTENTS

FOREWORD / ix **1/A11**

INTRODUCTION / 1 **1/A13**

MAJOR FINDINGS

SUMMARY / 7 **1/B5**

MAJOR FINDINGS AND ALTERNATIVE SOLUTIONS / 9 **1/B7**
Financial Issues / 9 **1/B7**
Facilities and Staffing Issues / 15 **1/B13**
Programming and Usage Issues / 21 **1/C5**

THE STUDY

ADMINISTRATION AND ORGANIZATION / 29 **1/C13**
Federal, State, County, and City Responsibilities / 29 **1/C13**
Commercial Recreation Roles / 30 **1/C14**
Opportunities for Cooperation / 30 **1/C14**
Recreational Programming Coordination / 32 **1/D2**
Personnel / 34 **1/D4**

PARKS AND RECREATION FINANCING / 35 **1/D5**
Budget Comparisons / 35 **1/D5**
Recreation Income / 39 **1/D9**
Recreation Expenditures / 49 **1/E5**

USER CONSIDERATIONS / 53 **1/E9**
Recreational Program Opportunities / 53 **1/E9**
User Desires / 57 **1/E13**

EXISTING RECREATIONAL RESOURCES AND ADEQUACY / 60 **1/F2**
Recreational Resources / 60 **1/F2**
Adequacy of Recreational Resources / 65 **1/F7**

PLANNED AND POTENTIAL EXPANSION / 70 **1/F12**
Planned Expansion / 70 **1/F12**
Influences on Planning / 70 **1/F12**
Perceived Needs / 78 **1/G6**
Plans for Expansion and Development / 88 **2/A7**
Costs and Scheduling / 102 **2/B7**
Open-Space Mechanisms / 104 **2/B9**
Potential Expansion / 106
Summary of Potential Facilities / 106 **2/B11**
Descriptions of Potential Sites / 108 **2/B13**

APPENDIXES/BIBLIOGRAPHY

APPENDIX A: AREA DESCRIPTION / 119 **2/C10**

APPENDIX B: JURISDICTIONAL ANALYSES / 128 **2/D5**
Cincinnati, Ohio / 128 **2/D5**
Hamilton, Ohio / 164 **2/F13**
Newport, Kentucky / 183 **3/A9**
Colerain Township, Ohio / 195 **3/B7**

APPENDIX C: COMMENTS OF STATE AND LOCAL OFFICIALS AND THE PUBLIC / 210 **3/C8**

APPENDIX D: LIST OF AGENCIES AND INTERESTS CONSULTED / 263 **3/G5**

BIBLIOGRAPHY / 269 **3/G11**

TABLES

1 SCSA Composition / 3 **1/B1**

2 Recreation As a Percent of Total Jurisdiction Budget / 36 **1/D6**

3 Annual Per Capita Expenditures for Recreation / 36 **1/D6**

4 Sources of Income – 1976 / 37 **1/D7**

5 Total Per Capita Receipt of Federal Recreation Assistance / 38 **1/D8**

6 Federal Percentage of Total Recreation Budget / 39 **1/D9**

7 Land and Water Conservation Funds Allocated to SCSA Counties in Ohio and Kentucky As of April 30, 1977 / 42 **1/D12**

8 Distribution of LWCF Grants / 43 **1/D13**

9 Comparison of Land and Water Conservation Funds Allocated to SCSA Counties for Acquisition and Development / 44 **1/D14**

10 Average Percentage Distribution of Total Budget Expenditures 1971-1976 / 50 **1/E6**

11 1973 Acreage of Public Open Space / 62 **1/F4**

12 1973 Acreage of Private Open Space / 63 **1/F5**

13 Required Regional Park Acreage / 80 **1/G8**

14 The Need for Local Public Park Acreage / 81 **1/G9**

15 Population Growth in Comparison to Farmland / 88 **2/A7**

16 Criteria for Site Selection of Regional Parks Required in SCSA / 90 **2/A9**

17 NKAPC Recreation/Open Space Criteria / 91 **2/A10**

18 Existing and Proposed Land Uses for Ohio Riverfront, City of Cincinnati / 95 **2/A14**

19 Estimated Acquisition Costs for Required Acreage – 1990, for Regional and Local Parks / 103 **2/B8**

20 Site Significance Determination / 115 **2/C6**

ILLUSTRATIONS

Study Area / 4 **1/B2**

Proposed and Existing Parks and Recreation Areas / 67 **2/F9**

Case Studies / 107 **2/B12**

ABBREVIATIONS

BCPD –	Butler County Park District
BOR –	Bureau of Outdoor Recreation (U.S. Department of the Interior)
CDBG –	Community Development Block Grants (administered by U.S. Department of Housing and Urban Development)
CDUD –	Cincinnati Department of Urban Development
CETA –	Comprehensive Employment and Training Act (1973) (administered by U.S. Department of Labor)
COE –	Corps of Engineers (also "The Corps") (U.S. Department of the Army)
DNR –	Department of Natural Resources (State of Ohio)
EDA –	Economic Development Administration (U.S. Department of Commerce)
EEO –	Equal Employment Opportunity
HCPD –	Hamilton County Park District
HCRPC –	Hamilton County Regional Planning Commission
HEW –	U.S. Department of Health, Education and Welfare
HUD –	U.S. Department of Housing and Urban Development
LEAA –	Law Enforcement Assistance Administration (U.S. Department of Justice)
LMAG –	Land Management Assistance Guide (a document being developed by the state of Ohio)
LMI –	Little Miami, Inc. (a nonprofit citizens' organization formed in 1967 to work for the protection of natural resources along the Little Miami River)
LWCF –	Land and Water Conservation Fund (administered by the Bureau of Outdoor Recreation, U.S. Department of the Interior)
NKAPC –	Northern Kentucky Area Planning Commission
NYC –	Neighborhood Youth Corps (U.S. Department of Labor)
OEO –	Office for Equal Opportunity
OKI –	Ohio-Kentucky-Indiana Regional Council of Governments (formerly Ohio-Kentucky-Indiana Regional Planning Authority)
RSVP –	Retired Senior Volunteer Program (administered by ACTION)
SCORP –	State Comprehensive Outdoor Recreation Plan
SCS –	Soil Conservation Service (U.S. Department of Agriculture)
SCSA –	Standard Consolidated Statistical Area
SMSA –	Standard Metropolitan Statistical Area
UMTA –	Urban Mass Transportation Administration (U.S. Department of Transportation)

and/or regulate the floodplain along the Great Miami River for open-space and recreational opportunities for both local and regional use.

While the Butler County Park District system, Hueston Woods State Park, and several other sites provide substantial regional parkland for the county, existing shortages are expected to become more acute with continued urbanization. The SCORP reports that Hueston Woods and the district parks have been receiving heavy visitor use. Vandalism, frequently a result of inadequate staff, is cited as a particular problem. Lower income groups, older persons, and children all experience transportation problems in using certain recreational facilities because of inadequate mass transit. Both the SCORP and Butler County planning and park district officials vigorously support the need to implement the recreational potential of the Great Miami floodplain.

Northern Kentucky Counties. The most acute inner-city recreational needs in the SCSA are in the highly congested urban areas along the Kentucky side of the Ohio River. The cities of Newport and Covington demonstrate recreational deficiencies in resources, facilities, and programs as perceived by state, regional, and local officials. The Northern Kentucky Areawide Planning Commission estimated a deficiency of over 800 acres of local parkland for these two cities, compared to an existing supply of less than 100 acres. While passive recreational opportunities along the Ohio River floodplain require urgent attention of the involved agencies, inner-city active recreational needs are of a higher priority. The remainder of the northern Kentucky counties south of concentrated urban river communities contain several rapidly growing areas where local recreational deficiencies have become increasingly apparent. NKAPC reports overall local recreational resources to be: "an adequate amount, and location of park and recreation facilities oriented to serving the day-to-day needs and desires of the resident populations. Many of the existing small park and recreation facilities appear to be the result of afterthoughts or a definite intention to use undevelopable and virtually unusable land for such purposes."

Regarding regional parkland requirements, NKAPC perceives a long-range need to provide connecting park links along the Ohio and Licking Rivers in order to satisfy increasing demands as the area experiences continued urbanization.

An important overall need throughout the SCSA is maintenance of orderly urban growth. If existing agricultural land continues to be converted to urban land uses, the base of open space lands will not be available to meet recreational requirements. As shown in table 15, conversion of agricultural land to urban uses is evident in all counties in the SCSA with the exception of Boone County, Kentucky. The relatively low aggregate county conversion rates understate the leapfrog character of much of the changed land use, particularly in areas adjacent to growing communities where the need for open space/recreational opportunities will continue to increase as urbanization accelerates.

TABLE 15

POPULATION GROWTH IN COMPARISON TO FARMLAND

County	Population Change (1960-1970)	Land in Farms 1970 (1000 acres)	Percent of Land in Farms (1970)	Percent Change Land in Farms (1960-1970)
Butler	13.6	196	65.2	-7.8
Clermont	19.1	162	55.4	-4.1
Hamilton	6.8	44	16.7	-8.7
Warren	30.1	180	69.0	-3.0
Boone	49.6	127	79.4	+4.2
Campbell	2.2	47	48.9	-14.0
Kenton	-3.6	52	49.4	-6.7
Dearborn	2.6	122	62.5	-16.4
Ohio	3.0	44	78.6	-4.3

Plans for Expansion and Development

Plans discussed by agencies or obtained from the information network throughout the SCSA ranged from single site projects to those covering more comprehensive areas. The latter included area-wide plans for one or several local jurisdictions as well as plans for large projects made up of many related components, such as lineal-nodal river corridors. Many planning efforts in the SCSA are recommendations or objectives whose implementation is uncertain because of unpredictable funding and unresponsive commitment from the involved jurisdictions. This section will concentrate on major planning efforts which have the potential to satisfy substantial open-space/recreational needs throughout the SCSA. Problems and potentials of activating the proposals are discussed in subsequent sections.

State-Level Planning. The 1975 Ohio SCORP, the state's official policy document regarding outdoor recreation, emphasizes proposals for providing improved urban recreational opportunities. State priority commitments include

> Continue recreational land acquisition and development programs, with emphasis on providing needs close to Ohio's Standard Metropolitan Statistical Areas.
>
> Coordinate various federal, state, and local government planning efforts and outdoor recreational developments in the state.
>
> Continue to encourage comprehensive land use planning and open space and outdoor recreation planning throughout the state.
>
> Encourage private enterprises to provide recreational facilities that meet specialized needs (skiing, camping, trailbiking) and offer reasonable profit making opportunities.

Continue to support efforts to acquire and preserve significant and natural areas and land along stream valleys and other waterways.

Support a continuing program of awareness of Ohio's special populations, and implement special programs accordingly.

Provide large-scale facilities designed to supply multiple use recreational areas for resource-oriented outdoor recreational activities.

Kentucky's 1975 SCORP espouses the following priority goal: "To provide increased outdoor recreation opportunities in Kentucky's urban centers." Major state-level priorities for urban recreation include

The state should allocate a percentage of its Land and Water Conservation Fund to Standard Metropolitan Statistical Areas equal to the percentage of population of each SMSA.

The Department of Parks should investigate the feasibility of locating future state parks closer to major metropolitan areas.

The Department of Transportation, with the cooperation of other state and regional agencies, should give high priority to assisting urban governments in the planning and development of bikeways.

Regional Plans. An open-space plan was developed in 1973 by the Ohio-Kentucky-Indiana Regional Council of Governments in conjunction with a 45-member technical advisory committee representing state, federal, and local agencies as well as citizen organizations. Consequently, the plan's recommendations allegedly express a general consensus on regional and local open-space needs for the nine-county area. However, several agencies interviewed in the field indicated reservations regarding the plan's recommendations for their respective areas.

The OKI plan recommends specific sites for regional parks needed to satisfy each county's requirements. Types of recreational activities compatible with each site are described, but these are not related to each county's specialized activity requirements. Site locations or activities are not proposed for the recommended local park acreages.

Proposed sites shown on the illustration of proposed and existing regional parks represent those selected from all possible sites according to a ranking system, with a "1" rating indicating the most desirable condition (see table 16).

TABLE 16

CRITERIA FOR SITE SELECTION OF REGIONAL PARKS REQUIRED IN SCSA

Criteria	Rankings I	II	III
Natural			
Forest Quality	Excellent	Good	Poor
Slope	25% and up	12-25%	0-12%
Geological Formations	Significant	—	None
Scenic Value	Outstanding	Good	Fair
Streams	Nonurbanizing Perennial Stream	Semiurbanized Stream	Urbanized Stream
Man-made			
Accessibility	Freeway Access	Major Road Access	Local Street Access
Intensity of Land Use	No Urbanization	Semiurbanized	Urbanized
Marketability	Low	Medium	High
Regional Goal	Stability	Exurban	Suburban urban
Historic and Archaeological Significance	Structure or Earthworks	Site Only	None
Potential Reservoir	Yes		

Source: Ohio-Kentucky-Indiana Regional Council of Governments, *Open Space Plan*, 1973.

The OKI plan emphasizes the regional potential of preserving the corridors of the major waterways in the region: Great Miami, Mill Creek, Little Miami, Ohio, and Licking Rivers. Several multijurisdictional planning efforts currently under way concern these river corridors.

As the metropolitan clearinghouse designated by the Office of Management and Budget under Circular A-95, OKI reviews all applications for federal assistance programs submitted by state and local agencies in the SCSA. The OKI plan recommends actions for local and state initiatives and serves as a framework for A-95 review requirements.

OKI has neither the authority to compel implementation of the open space plan nor any project funding capability, but the agency can induce some positive actions through its influence in the region. It reported that more requests from local jurisdictions for technical assistance were stimulated by the 1973 open-space plan than by any of its other functional planning efforts. However, in the past 2 years the number of requests has dropped.

The Northern Kentucky Area Planning Commission performs area-wide planning functions for Kenton and Campbell Counties under a coordinating agreement with OKI. NKAPC developed an open space plan in 1973 as an adjunct to its 1972 areawide comprehensive development plan. Priorities were formulated using the criteria outlined in table 17 for 230 regional and local projects.

TABLE 17

NKAPC RECREATION/OPEN SPACE CRITERIA

	Weight
Lack of adequate recreation and open space opportunities	12
Proximity to existing population concentrations	11
Committed project undergoing processing	10
Proximity to anticipated population growth	9
Multi-use potential and related facility priority	8
Imminence of land availability	7
Recreational potential of project	6
Retention of natural features	5
Expansion of natural resources	4
Open space potential of project	3
Preservation of historic or scenic areas	2
Financial resources costs (low public expenditures required)	1

The higher priority projects recommended by NKAPC emphasize inner city recreation, the school park concept, and linkage of proposed and existing park sites along the floodplain corridor of the Ohio and Licking Rivers. Like OKI, NKAPC has no authority for implementing plans beyond reviewing local jurisdictional plans and its influence as the regional planning agency. However, NKAPC has initiated cooperative planning with the riverfront cities to help them with future revitalization efforts, and several other jurisdictions have responded to NKAPC's recommendations. Currently, NKAPC is working with the cities of Newport and Covington on small neighborhood projects which incorporate recreation open space with other municipal functions.

County Plans. Land use plans recently developed or currently under way by county planning agencies in the SCSA place increasing emphasis on open space elements. Hamilton, Warren, and Clermont Counties have been incorporating analyses of physiographic capabilities into projected land uses in updated master plans. Restrictive landforms, including floodplains and steep slope gradients, are recommended for preservation with low density recreational facilities. An exception is Butler County Planning Commission, which has not updated its county master plan since 1957, although token support has been given to the Great Miami River Corridor Plan developed by a quasi-public committee.

Planning assistance for open space and recreation, which is available to local jurisdictions by county planning agencies under HUD 701 funding, was not frequently requested, according to county planning agencies interviewed in the field. Hamilton County Regional Planning Commission reported such assistance had been provided to a county's township but was not implemented.

The most responsive plan among the SCSA's county park providers is the 5-year land acquisition priority list of the Hamilton County Park District. While immediate and short range plans were documented by other counties' park districts or commissions, these generally are site specific, piecemeal expansions to develop the existing small county park systems, rather than comprehensive plans to serve the regions' needs. Long range planning is virtually nonexistent at the county level.

Municipal and Township Plans. Among the municipal jurisdictions in the SCSA, the most responsive urban recreation planning effort currently under way is in the city of Cincinnati. The city planning commission is coordinating a comprehensive open space/recreation plan with all related local and state agencies to be incorporated in the city development plan. The plan will tie together various recreation and open space proposals throughout the city, including potential land-use conversions and bikeway development along the Ohio riverfront, projects along the Little Miami River Corridor, hillside preservation districts, and school-community recreation centers.

With the exception of comprehensive plans developed by the cities of Hamilton and Middletown, other municipalities do not appear to be making long range plans to incorporate open space and recreational functions within the total municipal development context. Short range projects depend on land availability and the minimal recreational facilities required to meet activity needs within funding capabilities.

Recreation/open space plans for the townships and villages throughout the SCSA, although not extensively inventoried in the field study, generally appear to be unresponsive to either immediate or long range needs for these smaller but rapidly growing communities.

River Corridor Plans. Proposals to optimize the open space recreational potential of the SCSA's major waterways and adjacent corridors have gained increasing attention from public agencies and private organizations in the area. The resource base of land and water has been underutilized for these opportunities. Much incompatible urban development has already occurred and future high density uses threaten the preservation of these resources. The strategic locations of the Great Miami, Little Miami, Mill Creek, Licking, and Ohio Rivers could measurably improve the open space recreational opportunities for highly urbanized jurisdictions as well as for areas undergoing rapid development.

Several river corridor development proposals by public, quasi-public, and private groups warrant particular attention because they suggest a progressive coordinated approach that could be implemented on a multijurisdictional basis. These proposals involve substantial additions to the resource base to fulfill the SCSA's open space recreational requirements.

Of overall importance to future activation of river corridor proposals is improved water quality. This carries particular significance in light of the minimal water-based activities currently available in the SCSA, where an abundance of resources could be utilized for such opportunities. Several studies are under way to analyze existing conditions and implement recommendations to upgrade water quality. Improved water quality would make possible primary or secondary contact recreational activities now precluded by water pollution. The Ohio River Basin Commission is conducting a Level B basin study (authorized under P.L. 89-80) of the main stem of the Ohio River, which includes the segment that runs through the study area.

In addition, the Ohio Environmental Protection Agency directs the basin planning program and the area-wide waste treatment management program authorized under section 208 of the Federal Water Pollution Control Act as amended in 1972. The Southwest Ohio Basin study is being coordinated by the Ohio DNR and involved agencies. This includes analysis of the entire basin – ecology, soils, vegetation, and climate – to formulate alternatives for more rational land use planning, coordinated with improved water quality. The OKI Regional Planning Authority is conducting the public review phase of the water quality management program for the Great Miami, Mill Creek, Little Miami, and Licking Rivers basins in the SCSA. The final plan will contain recommendations pertaining to the waste treatment needs of the region, in terms of both technical controls and management strategies. Implementation of various techniques to control pollution from urban and rural runoff will depend on local decisions pertaining to wastewater facilities and land use development over the next 20 years. Both structural and nonstructural alternatives will have a significant impact on potential implementation of open space recreational opportunities or water based activities and preservation of the river's corridors.

Ohio Riverfront

A preliminary land use plan was developed in July 1976 as part of *A Study of the Cincinnati Riverfront* by the Riverfront Advisory Council. RAC was officially designated under a city resolution in 1975 as the coordinating body to facilitate cooperative actions among the Cincinnati Planning Commission, Department of Urban Development, Recreation Commission, park board, and city council in creating a plan for the total 22 miles of riverfront that border the city of Cincinnati.

RAC's land use plan emphasizes the proposals of the Cincinnati Department of Parks and Department of Recreation while still incorporating required additional industrial uses. Table 18 lists the acreages of existing and proposed land uses along the 2,300 acre riverfront study area. The plan proposes the addition of 420 more acres of open space. This would more than double the amount of river frontage available for open space/recreational opportunities for the public, while still addressing industrial land uses required for the city's economic viability. The general changes in land use proposed in the plan would yield

108 percent increase in open space recreational uses

71 percent increase in industrial uses

19 percent in utilities, public (stadium) and school uses

11 percent increase in residential use

No change in acreage of street rights of way or water (Little Miami River, Mill Creek)

3 percent decrease in railroad use

50 percent decrease in retail and commercial recreation

Elimination of all agricultural and vacant land

Priorities for location of proposed open space areas were set after consideration of the existing and planned parks and recreational areas, natural features such as the location of tributary streams and floodways, adjacent uses such as boat harbors and residential areas, and needs perceived by planning agencies and citizen organizations.

Continuous access along the river has been incorporated in an additional RAC proposal for a bikeway traversing the 22 mile riverfront. In 1973 a city of Cincinnati Planning

TABLE 18

EXISTING AND PROPOSED LAND USES FOR OHIO RIVERFRONT
CITY OF CINCINNATI

Existing Use	Acres	Proposed Use	Acres
		Natural	
		Historic	
Parks		Parks	
Recreation		Recreation	
Semi-public		Boat Harbors	
Total	**290**		**810**
Industry		Industry	
Wholesale Storage			
Manufacturing			
Total	**310**		**530**
Utilities		Utilities	
Public		Public	
Institutional		Institutional	
Total	**260**		**310**
Residential Total	90	Residential Total	100
Railroads Total	100	Railroads Total	290
Retail			
Total	**160**		**80**
Street Rights of Way Total	120	Street Rights of Way Total	120
Agricultural			
Water		Water	
Vacant			
Total	**680**		**70**
GRAND TOTAL	**2,310**	**GRAND TOTAL**	**2,310**

Source: The Riverfront Advisory Council, *A Study of the Cincinnati Riverfront*, Cincinnati, Ohio, July 1975.

Commission and Recreation Commission staff report proposed an Ohio riverfront bikeway which would have its eastern terminus at Coney Island. Although only the first section of the bikeway around Lunken Airport has been implemented, Cincinnati's Public Works Department is scheduled to make a cost-feasibility study of the bikeway for the entire riverfront as a useful method of transportation to work as well as for public accessibility to parks fronting the river.

Mill Creek

The Mill Creek, Ohio, local protection project was authorized under the Flood Control Act of 1970 (P.L. 91-611). A plan to combine structural flood protection mechanisms with recreational opportunities was developed by the U.S. Army Corps of Engineers in conjunction with local and state agencies and private organizations. Development of a small multipurpose lake, along with required acquisition of an additional 620 acres of floodplain in the lower basin area, will be added to the existing resource base: 28 miles of stream and 2,000 acres in the 100-year floodplain area. The proposed recreational project for Mill Creek will be a lineal development along the stream length, running from the southeast corner of the city of Hamilton in Butler County to the confluence of Mill Creek with the Ohio River in western Cincinnati in Hamilton County. The major objective of the project is to unite existing parks and to complement them with new recreational areas and facilities.

Main trails for hiking and biking will occupy the combination of levees and flood-control structures. At least three new neighborhood parks will be included in the system, one of which is a proposed conversion of a landfill. A greenbelt system along the right-of-way on both sides of the creek will establish open-space parameters to ensure restrictions against development encroachments. This proposed recreation/open-space system will provide substantial improvements for the heavily urbanized metropolitan Cincinnati area.

The Mill Creek Conservancy District has been established as the coordinating body to implement the plan. Commitment of required local cost sharing has not yet been approved by the Conservancy District Court, as is required under Ohio legislation.

Great Miami River

The Butler County Miami River Corridor committee, composed of representatives of public agencies and concerned citizens, sponsored a study which resulted in *A Plan for the Development of the Great Miami River Corridor*, published in 1974. In concept, this plan is a nodal linkage development of recreational facilities compatible with the floodplain characteristics of the river corridor. The committee recognized the Great Miami River in Butler County as a major asset with the potential of enriching the open space/recreational opportunities of the area. Sites proposed for conversion to recreational nodes will be linked together by trails passing through open space or agricultural lands.

Thirty proposed projects would serve the local recreational needs of the several urban areas located along the river, including the cities of Hamilton, Middletown, and other rapidly growing municipalities. Approximately 13 miles of the 34-mile corridor passes through existing urban areas. Only nine percent of land adjoining the river is currently used for private or public recreation. While considerable open-space acreage is owned and protected by the Miami Conservancy District, other flood-prone areas are being used for residential subdivisions and for sand and gravel operations.

A few local jurisdictions have committed themselves to implementing several of the plan's elements. However, activation of the comprehensive lineal-nodal corridor development recommended by the quasi-public committee is now hindered by major difficulties, including funding limitations, problems relating to public versus private ownership and development of land, the demands of higher priority matters, and lack of effective coordination among jurisdictions.

Licking River and Kentucky Boundary of Ohio River

The mouth of the Licking River is bordered by Newport on the east and Covington on the west. The river separates Kenton and Campbell Counties. The Northern Kentucky Area Planning Commission has proposed a system of large parks in the two counties to be linked by open-space stream corridors. These could be developed as scenic parkways, bikeways, or trails for hiking and horseback riding.

An open-space corridor is also proposed for both sides of the Licking River from the Ohio River south to Banklick Creek. Floodwalls and levees along the river would be included as a part of the connecting park system. Activity on the land between the levees and the stream would be limited primarily to passive recreation. The NKAPC plan has gained considerable support from the parks and recreation agencies in Kenton and Campbell Counties, as well as from the cities of Newport and Covington; however, funding availability is severely limited.

NKAPC also proposed improved access and recreational development of the Ohio riverfront to serve the needs of the dense urban concentrations in communities along the river. Such development would be compatible with the restrictive floodplain characteristics of the riverfront.

A large watershed project is planned for the upper reaches of Banklick Creek in the southern portion of Kenton County. This project has been developed by the Soil Conservation Service in conjunction with NKAPC and Kenton County Fiscal Court. The recreational opportunities of the proposed reservoirs and surrounding watershed have been a major component in the SCS planning process.

Little Miami River

The Little Miami River, with 55 miles of its 105-mile main stream meandering in a southerly direction through the eastern portion of the SCSA, is one of the area's most significant scenic and recreational resources. Support for maintaining existing open-space amenities, as well as for obliterating existing blight and deterring further incompatible development along the corridor, has gained momentum throughout the last decade. The current status and future potential of proposals to preserve the river valley and link various existing and planned recreational resources adjacent to the riverway can best be explained by a brief chronology of progress to date.

Since the total reaches of the main stem of the Little Miami extend beyond the SCSA to Green and Clinton Counties, some activities described herein will include those areas. Little Miami, Inc., a nonprofit citizens' activist organization formed in 1967, was the first organized effort to protect the resource. LMI has been significantly instrumental in mobilizing federal, state, and local public support. In 1969, the 105-mile main stream was designated Ohio's first scenic river under 1968 state legislation establishing a state scenic river system. The remaining 12 miles of the river from the East Fork to the Ohio River were officially included in the state scenic river system in 1971.

The Federal Wild and Scenic Rivers Act of 1968 identified the Little Miami as a potential addition to the national system. While public sentiment was overwhelmingly in favor of including the entire river in the National Wild and Scenic Rivers System, a U.S. Bureau of Outdoor Recreation study concluded that the lower 34 miles did not meet national criteria. The upstream reaches of 64 miles, including 2 miles of Caesar's Creek, were subsequently designated as a state-administered component of the National Wild and Scenic Rivers System in 1973, with 18 miles classified as scenic and 48 miles recreational under national criteria.

Abundant recreational opportunities are available along the Little Miami. These resources serve the needs of nearby urban and suburban residents and attract many visitors from areas outside the SCSA. Major recreational resources along the SCSA segment of the Little Miami are Kings Island Family Entertainment Center, privately owned and drawing an estimated 2.5 million visitors annually to its six areas and campgrounds since its opening in 1972; Fort Ancient State Memorial, a 685-acre site of prehistoric Indian earthworks which also provides picnicking facilities and a cultural museum; Caesar's Creek State Park, a nearly completed 11,000-acre site and reservoir providing camping, swimming, boating, and nature interpretation activities; Spring Valley Wildlife Area, an 809-acre area administered by the Ohio Division of Wildlife for public hunting and fishing; the Waldschmidt-Camp Dennison Historic Preservation District; more than a dozen private campgrounds available for public use; four private canoe liveries and two public canoe access points; a portion of the

statewide Buckeye Trail; the Little Miami River Scenic Bikeway; the 109-acre Lake Isabella Park; and Little Miami Golf Center, recently acquired and developed by the Hamilton County Park District.

While recreational resources are extensive along the Little Miami, considerable incompatible development also exists. Furthermore, conversion of agricultural and other vacated or undeveloped open space could threaten preservation of the scenic river. The lower portion of the river currently excluded from federal scenic river designation has been the subject of a recent study by the Bureau of Outdoor Recreation, which concluded that "at the present time some of the more serious problems are urban blight, incompatibility of land uses, and inaccessibility of much of the river's shoreline for public recreational uses . . . riverbanks, in certain sections, are badly covered with litter, bankside dumps, run-down properties, dilapidated cottages, and other evidences of man's careless use of the watercourse. The major incompatible uses are the sand and gravel operations, especially those operating in the river channel itself." Rehabilitation measures are critically needed to alleviate these existing conditions as well as to ensure that development along the upper portion of the river in more rural communities does not threaten preservation of the Little Miami. The potential of preserving the river and providing open space/recreational opportunities for the SCSA would be a significant contribution to the recreational resource base of the area.

While the state's scenic river program does not offer a guarantee that the Little Miami will be preserved, it does provide limited mechanisms to help in preservation. State and local cooperation are imperative to implement preservation of the corridor. The scenic river concept has been endorsed by numerous municipalities and counties in the study area. Within the SCSA, the Little Miami River corridor includes all or part of three counties (Hamilton, Clermont, and Warren), 12 cities and villages, and 12 townships, as well as various unincorporated areas.

State responsibilities regarding the Little Miami Scenic River are described in provisions of the Ohio scenic river law, which authorizes the Ohio Department of Natural Resources to prepare a plan for the protection of each designated river, define a river corridor, manage and administer lands acquired by the state on designated rivers, appoint a 10-member advisory council for each designated river, review and approve all publicly funded projects occurring on designated rivers, and declare scenic river corridors unsuitable for strip mining. In 1976 the Division of Natural Areas of the Ohio DNR was authorized by the state legislature to maintain and manage Ohio's scenic river and natural area programs. The law authorizes the division to create rules and regulations and to commission preserve rangers to protect properties if acquired by the state on designated rivers and dedicated nature preserves. Ohio's Scenic River Act specifies that designation shall be for a corridor sufficiently wide to preserve the river, but not exceeding 1,000 feet on each side of the stream,

unless the expansion is absolutely necessary to preserve a significant natural or historical feature. Plans currently under way or being proposed include activities on the part of the state, local jurisdictions, and private organizations.

The Ohio DNR is implementing the recommendations of the joint state and federal study report for the Little Miami National Scenic River that were adopted by the advisory council. The plan called for a series of areas for fishing and canoe access and several regional park facilities with primitive camping, picnic facilities, nature study, and hiking.

To date, the Ohio DNR has completed acquisition of 15 scenic river areas on the Little Miami River, amounting to a total of 1,361.81 acres at a cost of $1,656,178.37. The DNR also is acquiring an additional 122 acres at the proposed Kroger Hills Park. Cost of this property is estimated at $500,000 to $600,000. An additional 139 acres is proposed for future acquisition, with 85 acres slated as gifts through the cooperative efforts of The Nature Conservancy and Little Miami, Inc.

The Ohio DNR plans to spend approximately $108,895 for development of canoe launch facilities at Jacoby Road access, The Narrows, and Fort Ancient access. Facilities will include a canoe launch site, restrooms, a parking lot, and drinking water.

The Ohio DNR is working actively with the Green County Recreation and Parks Department and Hamilton County Park District to manage areas acquired by the state along the Little Miami River. The state's management efforts for the Little Miami River include a staff of two, a preserve manager and a ranger assistant. This staff manages 12 access areas and two nature preserves, totaling 1,103.31 acres. The staff is augmented in the summer by volunteers from the Youth Conservation Corps (YCC) program, who provide valuable assistance in preparing state access areas for public use.

The Hamilton County Park District is negotiating with the Ohio DNR to manage the state acquired Branch Hill access area and Kroger Hills. The city of Cincinnati Recreation Commission is in the process of acquiring and developing a 2.4-mile segment along the Little Miami. Plans are to provide activities compatible with the character of the scenic river. The Cincinnati park board is going to acquire frontage on the Little Miami River adjacent to the Beechmont Levee and along Stanbery Creek, a tributary of the Little Miami River.

Little Miami, Inc. encourages donations of land along the river corridor and is using available funds to acquire small parcels of land in order to maintain a land bank for future public management. LMI now owns just over 20 acres. The group is working with the state historic preservation district officer on an inventory of significant historic and archaeological resources in the river valley. Peter's Cartridge Factory,

occupying a 20-acre site, of which 6 acres are currently owned by LMI, is in the process of applying for designation as a National Register Historic District. A museum is planned to display the district's historical signficance in the industrial growth of the area. A tourist restaurant and a hostel for canoeists, bicyclists, and hikers are also planned.

An attempt is under way to acquire the 52.2-mile segment of the abandoned Little Miami Railroad right-of-way, averaging 66 feet wide. This acquisition has been recognized by supporters of the Little Miami Scenic Corridor as essential to preserve the natural characteristics from impending development, as well as to provide a link for the many existing and planned recreational sites. Penn Central, now a bankrupt corporation, has obtained permisssion from the Interstate Commerce Commission to sell that railway right-of-way as it sees fit. It is not obligated to sell this real estate to a single buyer, nor is a potential buyer obligated to keep the right-of-way intact for railroad purposes. Railway Exposition Company, Inc., a Cincinnati-based nonprofit group of railroad enthusiasts, has shown interest in operating a scenic railroad on the Little Miami abandoned line.

Acquisition of the right-of-way for use as a scenic railway was recommended in a study completed by LMI, OKI, and officials from several area jurisdictions, including the commissioners of Clermont, Hamilton, and Warren Counties. The railway could be used to transport visitors and canoers from drop points to liveries. Hiking and biking are compatible activities that could take place along the right-of-way

Ohio has committed $1 million for proposed acquisition of the abandoned railway right-of-way along the Little Miami from Penn Central. It has been anticipated that 90 percent matching federal funds would be made available under Section 809 of P.L. 94-210, under which grants are to be made to state and local entities to enable them to plan, acquire, and develop recreational or conservation facilities on abandoned railroad rights-of-way. However, authorization of appropriations under Section 809 for this project has not been approved by the 95th Congress, despite considerable lobbying by local public officials and private interest groups.

Efforts are being continued by Ohio DNR to keep the Little Miami Corridor study up to date. The staff of the State Division of Natural Areas and Preserves is now revising the Little Miami Corridor study to reflect changes in land use and the new areas acquired by the various agencies working to preserve the river. Unlike the acts of several other states, Ohio's Scenic Rivers legislation authorizes no specific provisions for land-use restrictions at the state level. However, recommendations for local actions are being developed as the state completes a Land Management Assistance Guide (LMAG) for use by local jurisdictions in the Little Miami Valley. The LMAG will recommend specific land-use controls and subdivision regulations to be applied at the local level for optimal preservation of the river corridor. The

state has developed the guidelines based on factual analysis of physical capabilities of the land rather than attempting to induce local efforts for preservation by an emotional appeal for the aesthetic benefits of preserving the land. Continuous coordination with local officials has been involved in development of the LMAG.

Local land use decisions made by planners using the LMAG may be expected to reflect more rational judgments in restricting high intensity developments which would be structurally unsound and, in the long run, economically unfeasible. The state has already found some developers who were considering projects along the Little Miami to be receptive to recommendations concerning the unsuitability of soil capability along the river corridor. The Ohio DNR has evaluated LMAGs developed for two other scenic rivers as effective in inducing local response.

Costs and Scheduling

Discussion of costs and scheduling for implementing planned open space/recreational resources could most conveniently be organized under the levels of local governments in the SCSA responsible for planning. However, several conditions preclude a simple presentation of costs, phasing, and expected funding sources. Consequently, this discussion more appropriately includes restricting influences that prohibit capital improvement expenditures for improved or expanded recreational/open space resources. Opportunities to overcome those constraints will also be discussed.

Current financial capabilities of local governments in the SCSA are generally inadequate to provide effective open space/recreational resources and programs. Reversal of this situation in the future is doubtful.

Funding inadequacy is evident in a comparison of the magnitude of land acquisition costs for projected park acreage requirements to the small amounts currently being expended by local governments for parks and recreation. The total cost of acquiring additional park acreage has been estimated by OKI at $235,063,950, with $72,933,950 estimated for regional parks and $162,130,000 for local recreation acreage. Table 19 shows estimated costs for land acquisition in each of the nine counties for 1990 regional and local recreational/open space requirements.

The major limiting factors in plan implementation are the unavailability of funds for acquisition of land and scenic easements and the unwillingness of local governments to enact land use controls.

Sufficient funds for river protection through purchases of land and easements cannot be expected soon. Consequently, there is a heavy reliance on local governments to enact land use controls. Given technical assistance from the state and local support for the protection of the river, local governments are much more likely to contribute to river preservation.

TABLE 19

CINCINNATI-HAMILTON SCSA
ESTIMATED ACQUISITION COSTS FOR REQUIRED ACREAGE – 1990
FOR REGIONAL AND LOCAL PARKS

	Estimated Regional Park Acquisition Costs	Estimated Local Park Acquisition Costs
Ohio Counties		
Butler	$14,820,050	$ 21,887,550
Clermont	9,185,000	17,834,300
Hamilton	29,645,200	69,715,900
Warren	8,019,100	16,213,000
Kentucky Counties		
Boone	2,034,200	5,674,550
Campbell	3,258,400	9,727,80[illegible]
Kenton	4,651,900	17,347,910
Indiana Counites		
Dearborn	1,155,100	3,242,600
Ohio	165,000	486,390
TOTAL	**$72,933,950**	**$162,130,000**

Source: OKI *Open Space Plan*, 1973

In addition to estimated acquisition costs, increased funds will be needed for development and for operations and maintenance of the expanded resources. Funds also will be needed for continued operation of existing recreational resources.

Open-space/recreation plans throughout the SCSA are financed by revenue generated by local governments and park districts and by funds from federal and state assistance programs. With the exception of Cincinnati and the Hamilton County Park District, no agencies were optimistic about a possible increase in revenue for parks and recreation from current financing mechanisms available under the Ohio Revised Code or Kentucky legislation. Only HCPD has succeeded in gaining strong support for passage of a tax levy in recent years. Cincinnati indicated a possible though weak potential of generating local revenue through taxes or bonds. Other jurisdictions indicated that opportunities for tax levies or bond authority were unlikely to be approved.

While inadequate funding is recognized as the major constraint to maximizing open space recreational opportunities throughout most of the SCSA, corollary deterrents are ineffective application of land use controls, infrequent multijurisdictional cooperation, and inadequate application of alternative mechanisms other than outright purchase for ensuring availability of open space for recreation.

These conditions are endemic to all areas of the SCSA. However, certain jurisdictions in the study area have demonstrated some effective practices that could be implemented throughout those jurisdictions, as well as by other units. Proposals for practices that would diminish the cost of open space/recreation improvements demand immediate consideration.

Open Space Mechanisms

Many open space mechanisms have been used or are proposed to enhance recreational opportunities for the SCSA's jurisdictions.

Several agencies mentioned current or anticipated conversion of tax delinquent properties, leasing state-owned surplus land along interstate rights-of-way, and leasing floodplain lands owned by the Miami Conservancy District. Conservation easements have not been popular with agencies in the SCSA, generally because fee simple acquisition is considered more reliable. Several communities have adopted regulations requiring mandatory dedication by developers of open space or fee in lieu of parkland for new subdivisions. Planned unit development regulations have been applied in some jurisdictions to maintain open space for use as parks. Cincinnati passed a hillside environmental quality zoning ordinance in 1976 that required special development permits for the 23 designated hillside districts.

Powers of eminent domain are available to most recreation and parks agencies in the SCSA, but they are used infrequently. Donations of land will continue to be encouraged, and land banking and land exchanges are strongly endorsed by many agencies. The Hillside Trust in the city of Cincinnati, Little Miami, Inc., the Miami Conservancy District, and The Nature Conservancy currently maintain land banks.

Voluntary or contractual agreements for multiple use arrangements make possible the use of school board lands and facilities, reservoirs, and excess acreage of public utility or industrial sites for public recreational development. Cincinnati is now using, as a resource base for field sports, a remote parcel of land being held by a cemetery for ultimate expansion. Northern Kentucky Area Planning Commission recommends similar adaptive use of several cemeteries in the densely populated riverfront cities for compatible recreational activities, ranging from walks to bicycling, fishing, and ice skating.

Many counties and municipalities or townships in the SCSA have adopted floodplain zoning ordinances. Nearly all of 64 communities in the four SCSA Ohio counties

currently identified as flood hazard areas by HUD have opted to participate in the National Flood Insurance Program. Restricted development of floodplains, which encourages compatible recreational opportunities, appears to have an optimistic potential throughout much of the SCSA. However, this is largely dependent on how responsive local jurisdictions are in applying floodplain regulations. Proposed changes in the federal flood insurance program also could affect recreational development.

The state of Ohio has been moving toward a revised land-use code that would solve current conflicts among small jurisdictions vested with home rule authority for zoning decisions. A joint legislative land-use committee has evolved draft recommendations which will be proposed for omnibus legislation in the next state legislative session. These proposals include county development codes that would direct the county's municipal and township land-use decisions and establish agricultural districts in critical areas threatened by encroaching development. These proposals have been conceived to strengthen the influence of county land-use master plans on development actions generated at the local level. The state would help to develop these codes, giving major consideration to restrictive land characteristics. Although these revisions would not give police power to the state, they would require that municipal and township actions be consistent with the county development code.

Coordinated land-use decisions among local levels of government are essential to improving recreational/open-space opportunities in the SCSA. The Ohio SCORP recommends improving the basis for contractual arrangements among different governmental units. Such arrangements could include urban-oriented or metropolitan corridor facilities developed by the state but operated on a contractual basis by a local level of government. The Ohio scenic rivers program offers limited mechanisms for preservation, as described under "Little Miami River Corridor."

Similarly, the Kentucky SCORP recommends that local governmental units in large metropolitan areas strive to coordinate their efforts with other public agencies in order to provide improved outdoor recreational opportunities for urban dwellers.

Ohio's Department of Natural Resources has recently recommended legislation that would "assure scenic protection and control of environmental intrusions along, across, and adjacent to state-designated trails." The DNR also suggests acts be passed that "recognize trails as a type of transportation corridor with equal status as other transportation corridors currently under law; and . . . provide an option first to the state, then to any interested local agency to acquire title to any right-of-way, such as a railroad, rapid transit line or inner urban line, prior to the right-of-way being vacated."

The Ohio DNR is currently involved with The Nature Conservancy in a state inventory of critically threatened natural areas. The state hopes to develop effective measures

to preserve these areas through a combination of land acquisition, easements, and land use controls.

Farmland preferential taxation recently enacted by the Ohio state legislature is designed to encourage and assist farmers to maintain their lands in a farmable, open-space condition. This taxation treatment is based on the concept that for them to do so accomplishes a public purpose. Continuation of this type of preferential assessment is advocated by the state for the private provider of outdoor recreation, for whom property taxes are now high enough to have the potential of forcing the operation to close. The Ohio DNR strongly supports legislation that would allow private outdoor recreation areas to be taxed at their current value instead of pure market value.

Preferential assessment of certain lands used for "agricultural or horticultural purposes" is authorized under Kentucky enabling legislation. However, the Northern Kentucky Area Planning Commission recommends that existing precise interpretation of requirements for farmland eligibility be revised to include preferential assessment of nonfarm open-space uses such as large semipublic urban open-space areas, large rural estates, forested areas, and private reserves.

Recently enacted provisions of the Tax Reform Act of 1976 (P.L. 94-455) provide incentives for open-space protection as well as for preservation of historic structures. Certain taxpayers use amortization methods to deduct, for income tax purposes, expenditures for rehabilitation of certified historic structures. Those engaging in the demolition of certified historic structures will be denied advantageous tax treatment unless advance permission is granted by the Secretary of the Interior. The law further provides that a deduction is allowed for the contribution to a charitable organization or a governmental entity, exclusively for conservation purposes, of a lease on, option to purchase, or easement with respect to real property of not less than 30 years duration or a remainder interest in real property. Conservation purposes are defined as the preservation of land areas for outdoor public recreation, education, or scenic enjoyment, the preservation of historically important land areas or structures, or the protection of natural environmental systems.

POTENTIAL EXPANSION

Summary of Potential Facilities

A reconnaissance of the SCSA revealed a rich variety of potential open-space resources which could serve urban recreational needs. Systematic analyses of both the resources and the documented proposals by various agencies and organizations revealed significant open-space/recreational opportunities associated with the SCSA's several major river valleys with generally rolling, scenic terrain. Four particular sites among all

CASE STUDIES

cincinnati/hamilton
standard consolidated
statistical area

potential resources have been subjected to extensive analysis by the field team. All were among the sites recommended in OKI's 1973 Open Space Plan. With the exception of Banklick Creek, now being planned by the Soil Conservation Service, none of these sites is currently programmed for acquisition.

These sites are meant only to be representative of a larger resource base in the SCSA offering open-space/recreational opportunities. They are attached to more comprehensive environmental corridors proposed in the area, that is, resources previously described under "River Corridor Plans". The sites are distributed throughout the SCSA and offer access to various urban populations, as well as having potential for different recreational activities. Availability options discussed below are concerned generally with how the land may be acquired, if not specifically with the source of actual funds. Protection, use, and operation options pertain to management of each site after development has been accomplished.

Descriptions of Potential Sites

Banklick Creek. Banklick Creek, in western Kenton County, Kentucky, is bounded generally by the county line on the west, Banklick Creek watershed on the north, Thompson Branch on the east, and the town of Independence on the south. Three Soil Conservation Service dams are proposed to control sediment runoff, reduce flood damage, and provide recreational opportunities. When construction is accomplished (estimated completion date is 1983), there will be 2,200 acres with an estimated acquisition cost of $2,405,700. The site is approximately 5 miles east of Interstate 75, which passes through both Covington and Cincinnati 20 miles to the north. A bus line from Covington serves Independence.

None of the site is now in public ownership because the SCS has not yet initiated acquisition of the land. The Kenton County fiscal court will acquire and manage the rest of the site. Water-based activities will be the most prevalent use, although the surrounding rolling grassland and wooded areas are appropriate for diverse recreational uses. Limitation on water related uses may be imposed by SCS in the form of volume releases from each dam, water quality regulations as related to environmental degradation of the shoreline, and daily capacity quotas. Nearly 20 percent of the site is composed of fragile soils, creek ledges, and steep slopes which should receive controlled use only.

The installation cost will be approximately $1,380,000. This does not include the initial SCS dam construction. Operations and maintenance cost for these facilities is estimated at $370,000 a year. To forestall encroaching residential development, the site should be acquired for open-space uses in the next 3 to 5 years. Upon completion the accumulated acreage will meet half of the county's projected (1990) open-space needs. The study team has determined that the site has regional significance in preservation of open space with scenic and recreational values.

Since this site is in the implementation stage, there are few, if any, options open for additional availability or management procedures, nor is there any foreseeable need.

Availability Options. All property required for reservoir construction, access, and recreational activities will be acquired by the Soil Conservation Service in conjunction with the Kenton County fiscal court, which will be the managing office after completion of the project. An effort should be made to preserve the visual characteristics of the surrounding open lands, which now are generally devoted to scattered residential or agricultural purposes. For the type of recreation proposed (fishing, boating, trails, active sports), these lands can be placed under scenic easements if acquisition in fee becomes too costly.

Protection, Use, and Operation Options. All lands held in easements, scenic or otherwise, should be programmed into a long-range plan for eventual fee simple acquisition. The type and degree of settlement appears especially suitable for this. Further, retention of use and life occupancy arrangements can be explored, as well as certain tax incentives or privileges associated with building density and land donations.

Dry Run. Dry Run, in eastern Hamilton County (with a small portion in western Clermont County), is roughly bounded by the Little Miami River on the north, Clough Pike on the south, Clermont County to the east, and an irregular line from the south to the northwest excluding, and on the perimeter of, developed areas. Approximately 750 acres in the north central portion is excluded but entirely surrounded by the proposed site. The exclusion is the property of the Ohio Gravel Division of the Dravo Corporation, some of which is in use for active gravel quarrying and some of which contains obsolete pits. Dravo has indicated that at some undetermined future date when the stone has been depleted this land will be made available for acquisition. Although that time may be far in the future, the Dry Run site should be considered for acquisition as soon as feasible.

The 3,000 acres, not including the quarry lands, has a 1973 estimated acquisition cost of $9,900,000. The tract is 10 miles northeast of the core of the urban area, but there has been rapid population growth in adjacent areas. State Route 32 bisects the site east to west and connects to I-275 2 miles to the east. City bus service leads to the periphery of the site.

A 20-acre tract, now a golf course, has been acquired by the Hamilton County Park District. The remainder of the proposed area has multiuse potential. It is composed of river frontage, floodplain, open flatland, and extensive wooded hilly terrain. Constraints include the proposed but bitterly contested State Highway 50 relocation along the Little Miami River which, if implemented, will have a severe environmental

impact on the river corridor and floodplain. Otherwise, 30 percent of the land is considered for limited use. That portion consists of floodplain, steep slopes, and fragile soils. The aquifer in the bottomland is close enough to the surface that proposed landfill operations in some of the obsolete quarry pits have been prohibited because of the high potential for impairing the water quality.

Development of the site to its full potential would cost $2,060,000, and annual operations and maintenance costs are estimated at approximately $470,000. The site, in a part of Cincinnati that lacks regional parks, could be efficiently utilized immediately. Both within and adjacent to Dry Run, development pressures within 3 to 5 years in Hamilton County and between 8 and 10 years in Clermont County will pose a significant threat to open-land preservation. The significance of the site has been determined to be both local and regional.

Availability Options. This site was considered for acquisition by the Hamilton County Park Board at one time, but the board determined that the proposal was not feasible because of the large exclusion necessitated by the active quarrying operation, the high rate of residential subdivision growth, and the proposed U.S. 50 realignment along the already restricted Little Miami River. However, the area should be preserved for the reasons stated. The eventual inclusion of the quarry site would provide an ideal area for active recreation, organized activity, and a variety of water-based activities.

Without some form of protection, the integrity of some 1,500 acres of extremely low-density natural environment along the Little Miami River may be severely impaired. Acquisition could be effected by Hamilton County or with the assistance of the LWCF. Local acquisition by a single jurisdiction or management is not feasible because funds and management capabilities would be insufficient. The site is not significant enough to warrant state or federal involvement except as potential funding sources; however, in view of the long-range potential of the Dry Run site as a regional park and a component of the scenic Little Miami River corridor, multijurisdictional coordination should be considered, possibly with state designation of an appropriate management agency.

Protection, Use, and Operation Options. Although it is not a part of this study's proposal, the quarry area should not be overlooked for long-term acquisition because the owner has indicated his interest in future reclamation and has prepared a conceptual reclamation plan for recreational use after the quarry operation ends. Until this occurs, the area is secure with no threat of more permanent or structural installations.

As now proposed, the site would fall under the aegis of Hamilton County and would receive whatever protection is provided by the regulations of that jurisdiction.

Land banking, as practiced by Little Miami, Inc., may be considered for those lands immediately adjacent to the river. If Hamilton County reassesses the project and again finds it not suitable for park purposes, certain parcels could be acquired by local nonprofit activist organizations, nature workshop groups, or other environmentally concerned citizens working as an organized unit. Possibly the quarry owner would donate his property to a qualified management agency for the tax benefits received.

As mentioned elsewhere in this report, Hamilton County has the best management capabilities. Acquisition by opportunity purchase or from donations to the county would permit preservation of open space until such time as user demands and population density warrant development.

The Great Miami River Group. The Great Miami River Group is composed of four separate sites – Dunlap, Ross, Fairfield, and Tanglewood – along the general river corridor. Three are in Butler County and one in Hamilton County. Dunlap is bounded on the northwest and west by the Great Miami River, on the south by Day Road, on the northeast by U.S. 27, and on the west by Dunlap Road. Dunlap Run bisects the area east-west. Ross is bounded on the northeast by Indian Creek, on the northwest by Hamilton New London Road, on the southwest by Herman Road, and on the southeast by the Ross High School. Fairfield is partially bounded on the northwest by the Great Miami River, with most of the remainder of this boundary running along the toe of the east valley ridge by Muskoff Road extended. Its southern boundary consists of a pipeline right-of-way and Burns Road. Tanglewood is bounded on the northwest by Smith Road, on the south by Hine Road, and on the southeast and east by the Great Miami River.

The total area of the four sites is 4,100 acres. Their estimated cost in 1973 was $10,285,000. The group is 15 miles northwest of the center of Cincinnati and 5 miles south of Hamilton. Interstate 275 is 5 miles south of the bulk of the area and U.S. 27 runs roughly north-south through each unit, making bus service available. At present Cincinnati owns approximately 50 acres in Fairfield, where it maintains a water pumping station.

Among the four units are diverse recreational opportunities including active and passive recreation, environmental education, outstanding scenic values, organized activities, open-space preservation, and water-based uses. Limitations to such uses are possible impairment of water quality, fragile lands, and steep slopes. These four areas were selected because of existing adjacent uses, such as a municipal park at Fairfield and a regional high school at Ross. Although Fairfield contains only 700 acres, it is ideally suited for active recreational activities. If overuse is permitted, resource degradation may be expected, with subsequent limitations on use. These sites also carry potential for inclusion in the Great Miami River Corridor proposal (previously described in this report).

Cost of the Great Miami River Group, developed to its full potential, is estimated at $4,690,000 for development and $1,200,000 for annual operations and maintenance. The most northern unit, Tanglewood, and the most southern, Dunlap, are not expected to be influenced by ajdacent development pressures within the next 8 to 10 years, but the other two, Ross and Fairfield, will probably be subject to development within 3 to 5 years.

According to OKI's estimate of 1990 open-space needs, the three Butler County units exceed projections by 1,000 acres. As previously noted, the method used to arrive at these projections has been questioned by other SCSA planning agencies. It has been determined that the Great Miami River Group will have local and regional significance.

Availability Options. All land in the floodplain could be acquired by the Miami Conservancy and subsequently turned over to the managing agency. In the Ross parcel an arrangement may be negotiated with the school system for partial acquisition, affecting the adjacent lands used for environmental education study areas. Similar assistance could be provided by Fairfield Township in the Fairfield parcel, which abuts the township's municipal park.

Alternatively, the Hamilton County Park District, the suggested managing office, could acquire all lands with assistance from the LWCF. Butler County, which contains three of the four units, could acquire its portion of the site without actually retaining management authority other than contributing monies toward operations and maintenance. Management by a regional agency could feasibly be authorized to ensure coordination among jurisdictions.

Most of the land in the four parcels is natural environment. This may facilitate donation because of the large acreages and the correspondingly high return on tax exemptions. The owners could also be approached with a tax reduction plan for lower assessments placed on undeveloped property if public use of such property is permitted.

Protection, Use, and Operation Options. Approximately 15 percent of the total lands are in the floodplain, which restricts development. The land is afforded additional protection to the extent that the Miami Conservancy District advises local authorities against floodplain development. The degree of use and development in these lands is also influenced by possible impairment of water quality in the Great Miami River and Indian Creek as well as the aquifer, which is the major source of water for Cincinnati. The Environmental Protection Agency, therefore, will be interested in the degree and location of facilities. The remaining portions of the group should be acquired in fee, with retention of use as feasible or with easement agreements to be converted to fee at a future date. Purchase and sellbacks do not guarantee natural resource protection forever, so they should be avoided. Open space per se is not at

a premium in the SCSA, but open space with optimum recreational opportunity, high scenic value, and outstanding natural resources suffers encroachment by residential, commercial, and industrial expansion.

Management by the Hamilton County Park District could assure continuity of recreational opportunity along the Great Miami River with the addition of the existing district parks along the riverway, Shawnee Lookout, and Miami Whitewater Forest to the four units of this proposal. With the implementation of these sites, the Corps of Engineers might also be approached to enter into a cooperative agreement for funding assistance in return for certain flood controls along a potential 40-mile river corridor dedicated to public use.

Kings Mills. Kings Mills is in southwestern Warren County, Ohio, along the west side of the Little Miami River northeast of Kings Island Amusement Park. The approximate boundary runs north to the town of South Lebanon, east along SR 48 to Hopkinsville, southeast along SR 3 to Hopkins Road, and due west to the point of beginning. Acquisition cost for the 2,200 acres is estimated at $5,500,000. The site is approximately 20 miles northeast of the center of the urban area and 2 miles east of I-71. Direct automobile access is off U.S. 48 and U.S. 3; there is no public transportation. None of the site is in any form of public ownership.

This site, although adjacent to an amusement park, can be expected to establish its own identity through unique use. Kings Island has plans for funding a college football hall of fame and has expressed an interest in other funding assistance for restoration and adaptive use of the historic Peters Cartridge Plant.

The site is suited for multiuse activities, with emphasis on resource preservation, environmental education, and water-based activities. It is also capable of supporting active and organized sports. Although steep slopes and fragile soils are not common in this area, restrictions should be considered for their protection where they do occur. Proximity to Kings Island may lead to visitor spillover and eventual natural and cultural resource erosion, which would necessitate user restrictions. Finally, the relatively narrow Little Miami River is not capable of supporting large numbers of river users without impairment of the natural environment. If the area is developed to the fullest, the potential cost is estimated at $2,020,000, with annual operations and maintenance cost set at $315,000. The site is in imminent danger of development incompatible with resource use, but it will not be needed for recreational use within the next 5 years.

Development of this site would provide two thirds of the county's 1990 open-space needs as projected by OKI. Included within the site is the Little Miami River, a National Scenic River; the North Country Trail segment of a proposed National Scenic Trail; and Peters Cartridge Plant, which is in the process of nomination to the

National Register of Historic Places. Kings Mills in its entirety is considered of regional significance; the national designations of river, trail, and historic structures indicates their undeniable national significance. The area of nationally recognized lands is small in comparison with the total site acreage; however, the area's national importance is enhanced by its relative degree of potential nationwide use and the impact of that use, as well as by the need for more resources capable of attracting countrywide attention.

Availability Options. Approximately 3 miles of Penn Central Railroad right-of-way bordering the Little Miami River has been declared obsolete. This land is now being negotiated for acquisition by Little Miami, Inc., under the provisions of Section 809(b) of the Railroad Revitalization and Regulatory Reform Act of 1976. P.L. 94-210 directs the Secretary of the Interior to provide financial, educational, and technical assistance for programs involving the conversion of abandoned railroad rights-of-way to recreational or conservation uses.

Little Miami, Inc. is involved in land banking activities wherein land received by donation or in fee is held until such time as it may be utilized effectively for environmental preservation or recreational pursuits. The group's influence extends to the ridges on both sides of the river, and it owns several of the structures at Peters Cartridge Plant. Kings Island Amusement Park has expressed an interest in certain adjacent lands and in the rehabilitation and adaptive use of the plant. A cooperative venture of Kings Island, Little Miami, Inc., and Warren County should be considered. The upland portion of the site could be acquired in fee by the county in conjunction with LWCF. Alternatively, Kings Island could enter a joint effort with the county.

Protection, Use, and Operation Options. The Ohio Department of Natural Resources in the most recent SCORP said Deerfield Gorge contains vegetative communities unique to the area. Declaration of this portion of the river valley within the site as a state natural area would both protect the environment and dictate the degree of usage permitted.

As Peters Cartridge Plant is rehabilitated, it will receive the same protection afforded to other cultural properties included on the National Register of Historic Places. In addition, the entire valley floodplain is protected by floodplain controls. The remainder of the site would be protected by the applicable regulations of Warren County in conjunction with the constraints placed on those lands to be used for the proposed National Scenic Trail.

A joint effort between Kings Island and Warren County could make available uses complementary to the amusement park operation, with a people-moving system installed to eliminate the necessity for large parking areas at Kings Mills. Operation could be under the county's supervision with funding assistance from Kings Island.

TABLE 20

SITE SIGNIFICANCE DETERMINATION

N – National

R – Regional

L – Local

	Banklick Creek	Kings Mills	Dry Run	Great Miami River Group				Remarks
				Tanglewood	Fairfield	Ross	Dunlop	
Cultural Resources								[1]Peters Cartridge Plant and its related environs.
Site								
Structure		N[1]		R				
District		N[1]						[2]National Scenic River
Object								
Natural Resources								
Outstanding Scenic Values	R	R	R	L	L	R	R	
Geological Features		R	R			L	R	
Water Features	R	N[2]	R	L	L	L	L	
Vegetative Communities	L	R	L	R	R	L	L	
Natural Environment	L	R	R	L	L	R	R	
Recreation Potential	The following recommends the degree of visitor use and structural development capacities*							
High Density	H	M	H	H	H	H	M	Visitor Use
Low Density	M	M	L	L	M	L	M	Visitor Use
Environmental Education	M	H	H	M	H	H	H	
Development	H	M	M	M	L	L	M	Structural Facilities

* H – High, M – Moderate, L – Low

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NATIONAL URBAN RECREATION STUDY

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APPENDIX A: AREA DESCRIPTION

PHYSICAL CHARACTERISTICS

Geology

Generally, the study area resembles a plateau bisected by the Ohio River. The relief between valley floors and ridges increases in proximity to the river. The most rugged topography of the region is in the two Indiana counties and in Hamilton County. In eastern Hamilton and western Clermont Counties, the slopes of the Little Miami River Valley are rugged, even though Clermont County is basically a plateau. Campbell and Kenton Counties in Northern Kentucky lie on a low plateau, which in geological history was deeply cut by the Ohio and Licking Rivers. The slopes of the plateau have developed numerous ridges and sharp narrow valleys. The eastern portion of Boone County is generally level land which breaks into gently rolling hills in the central and steep slopes in the western portion of the county.

Hydrology

Three major glacial valleys running south to the Ohio River divide the area north of the river. The Great Miami River Valley in the western section meanders in a south-westerly direction from the Warren-Butler County line to the Ohio River. The Mill Creek Valley begins south of the city of Hamilton and extends in a southerly direction through Hamilton County into the Ohio River. In the eastern section, the Little Miami River Valley moves south through eastern Warren County, eventually forming the Hamilton-Clermont border before it meets the Ohio River. The northern Kentucky portion of the region is likewise cut by the Licking River, which acts as the Campbell-Kenton County border as it flows north into the Ohio River.

The Ohio River is the major surface water source in the region, but the waters of the Great Miami, Little Miami, and Licking Rivers also represent important water sources. Groundwater sources are the outwash sand and gravel plains in the valleys. The Great Miami River Valley is used extensively as a groundwater source, while the Mill Creek aquifer has limited potential. Groundwater supplies in the uplands of the three Kentucky counties and in the Licking River Valley are limited. There is an adequate supply of groundwater in the area immediately adjacent to the Ohio River. The land above the aquifers is generally flat and ideal for development of all

kinds, including recreation, but it is also prime agricultural soil. In order to protect the area's groundwater quality, it will be necessary to permit only those uses on the land above the aquifers which do not adversely affect its function as a groundwater recharge area.

The Cincinnati SCSA is well endowed with varied topography, so it presents an attractive and interesting resource base. The steeper wooded hillsides are particularly attractive and worthy of preservation and use for passive recreation. The rivers are popular for water-oriented recreation, including boating, fishing, and swimming. The floodplains, thus far undeveloped, could serve as greenbelts in this urbanized region, where they could offer a variety of recreational opportunities.

Climate

The climate of the region is continental, with a wide range of temperatures in the winter and summer. Temperatures range from a monthly average of about 78.8° F in July to 36° F in January. Maximum summer and minimum winter temperatures reported are 109° F and -17° F, respectively. The growing season is around 175 days, with the first damaging frost occurring in October and the last sometime in late April or early May. Annual rainfall averages about 40 inches; the largest amounts come in June, March, January, and April, and the smallest amounts in October, February, and September. Vegetated areas include cropland, grasslands, and forested areas of broadleaf deciduous trees.

Climate, especially the extreme variations in temperature and precipitation, directly influences the seasonal variation and intensity of recreational activities. An important aspect of recreation planning is the determination of efficient and economical ways of providing the needed mix of indoor and outdoor recreational areas that can be used throughout the year.

TRANSPORTATION PATTERNS

The main transportation routes have developed along the major river corridors, with secondary systems branching out as related city and urban growth expanded. Commercial and industrial use is centered along the principal transportation corridors. In addition to railroad and highway transport, substantial bulk freight is carried by barge along the Ohio River.

Private automobile is the primary means of travel in the study area. In 1976 the Ohio-Kentucky-Indiana Regional Planning Authority estimated that 92 percent of the trips to work in the study area were made by car.

Transit service provided by both the Queen City Metro bus system and the Transit Authority of Northern Kentucky serves the central business district and central city

core areas. Total daily ridership is approximately 110,000 passengers, of which an estimated 55 percent travels to and from work by bus. There are bus systems in Hamilton and Middletown, but most trips are made in private autos.

POPULATION CHARACTERISTICS

Population Trends

From 1800 to 1950 the population of the study area generally increased, with minor fluctuations.

The long-term trend in regional population has been marked by two phenomena that bear on the local recreation issues. First, the study area is becoming increasingly urbanized. Second, the population within the study area is becoming increasingly decentralized, and attendant urban development is diffusing across established municipal and county boundaries.

It is projected that the population of the SCSA will increase by 9 percent from 1975 to 1980, even though the population of the core cities decreased from 1970 to 1975. These population losses are probably due to population and business shifts to the suburbs. Population data for the SCSA are shown in table A-1.

Most population growth in the Cincinnati-Hamilton SCSA in the last 20 years has occurred in suburban areas. The patterns of growth correlate with the expressway system, particularly I-75, I-275, and I-71. The strongest growth has occurred in northern Hamilton, western Clermont, and southern Butler Counties. Interstate 75 has encouraged a broad growth corridor from Cincinnati to Dayton and has influenced development southwest of Covington. Interstate 71 has stimulated growth in northeastern Hamilton and southwestern Warren Counties. Determinants of exurban population growth other than expressways are affluence and the presence of amenities such as open space and clean air.

The major cities have been losing population; their proportion of the regional total has dropped. This change was due to new growth outside the major cities and to outmigration. Hamilton and Middletown have not experienced such significant population losses as Cincinnati because they annexed neighboring jurisdictions.

Because of the outflow of urban populations to the suburbs, the cities' tax bases have declined so that they are less able than before to support their recreational systems. Furthermore, many suburban residents travel into the city to recreate because of the lack of suburban facilities; this places additional strain on urban recreational systems.

TABLE A-1

TABULAR POPULATION STATISTICS (1970-1980)

	1970	1975	1980
Total Area	1,611,058	1,628,600	1,753,000
Cincinnati SMSA	1,384,851	1,384,500	1,498,900
Hamilton SMSA	226,207	244,100	254,100
Counties			
Clermont	95,887	108,000	127,550*
Hamilton	923,205	905,000	1,000,340*
Warren	85,505	87,700	123,900*
Dearborn	29,430	31,200	30,790*
Boone	32,812	37,100	38,790*
Campbell	88,501	85,000	96,579*
Kenton	129,440	130,500	136,660*
Butler	226,207	244,100	267,850*
Ohio	4,289		4,600**
Core Cities			
Cincinnati	451,455	412,564	
Hamilton	67,895	66,469	
Middletown	48,767	48,004	
Selected Jurisdictions			
Cincinnati	451,455	412,564	
Hamilton	67,895	66,469	
Colerain Township	58,971	70,000	
Hamilton County	923,205	905,000	
Newport	25,998	22,606	

* Figures prepared by Batelle Memorial Institute, Columbus, Ohio, 1985; OKI Regional Council of Governments 1973, all other figures from U.S. Census Bureau.

** OKI Open Space Plan

Note: Ohio County, Indiana, has no urban population and is not considered at any length in this report.

Socioeconomic Trends

There is a relatively high number of households below the poverty level in the core cities (see table A-2). Automobile ownership is lowest in the central cities, so many inner-city residents are unable to reach outlying regional parks or some city parks. These people have the smallest incomes and therefore the least money to spend on recreational pursuits (see table A-3).

TABLE A-2

SOCIOECONOMIC PROFILES (1970)

	Total Number of Households	% of Households Below Poverty Line	% of Households not Owning a Car	% of Labor Force Unemployed	Pop. Density Per Square Mile
Total Area	**497,881**	**12.8**	**17**	**3.7**	
SMSAs					
Cincinnati	430,771	13.2	18	3.8	
Hamilton	67,110	11.9	11	3.7	
Counties					
Clermont	26,630	9.8	6	3.9	209
Hamilton	295,269	13.8	20	3.8	2,230
Warren	23,294	8.3	6	3.7	210
Dearborn	9,025	13.7	12	4.8	96
Boone	9,282	9.9	7.2	2.6	132
Campbell	26,945	12.6	20	3.9	595
Kenton	40,326	13.8	20	3.6	784
Butler	67,110	11.9	11	3.7	480
Special Areas					
Newport	8,479	20.9	35	5.5	
Colerain Township	13,081	4.7	2.2	2.4	
Core Cities					
Cincinnati	159,838	20.0	31	4.8	
Hamilton	22,014	14.9	16	3.9	
Middletown	16,072	13.6	14	4.3	

TABLE A-3

INCOME DATA (1970)

	Income Levels	
	Median	Mean
Total Area		
SMSAs		
Cincinnati	10,257	11,565
Hamilton	10,388	11,255
Counties		
Clermont	10,204	10,786
Hamilton	10,486	12,061
Warren	10,692	11,426
Dearborn	8,901	9,317
Boone	10,020	10,684
Campbell	9,527	10,210
Kenton	9,499	10,381
Butler	10,388	11,255
Core Cities		
Cincinnati	8,894	10,4,5
Hamilton	9,534	10,301
Middletown	10,213	11,540
Special Areas		
Newport	7,686	8,265
Colerain Township	11,419	12,208

From 1950 to 1970 the population of the Cincinnati-Hamilton SCSA underwent shifts in its racial composition comparable to changes occurring in most large United States urban centers. These changes included a rapid increase in the size of the black population, an increased concentration of blacks in the central cities, an outmigration of whites from the central cities, and an increasing white population in suburban areas. In the area of the study, [illegible].7 percent of the blacks resided in Cincinnati, 12.7 percent lived elsewhere in Hamilton County, and 11.6 percent were dispersed throughout the other eight counties (see table A-4). The central cities have the highest number of people below the poverty level. As mentioned previously, the population of the core cities is least able to afford recreation.

Since 1950 people under the age of 18 have composed an increasing share of the region's population. The increase in the number of people older than 65 has also been dramatic, from 3.9 percent of the total in 1950 to 9.4 percent in 1970. The percentage of the population making up the working force has declined from 14.8 percent in 1950 to 12.8 percent in 1970.

There is an increased need for recreational opportunities for young people and those aged 65 and older. Considerable recreation effort is currently being directed toward the young, but relatively little has been done for the old. The percentage of old people is predicted to rise, so their recreational needs will become increasingly critical. See table A-4 for complete data for the SCSA on age profiles and racial composition.

Table A-3 shows the income distributions in the study area. Note that incomes are lowest in the core cities of Cincinnati, Hamilton, and especially Newport, while relatively high in the suburban counties. However, the income figures for SMSAs and counties are averaged over too many people to point up more specific trends in income distribution.

ENVIRONMENTAL CHARACTERISTICS AND TRENDS

Air quality is geographically and seasonally variable in the region of study. From April through October particulate pollution is especially dense in the downtown areas. The current trends of suburbanization and industrial development along the urban fringe are creating air quality problems in suburban areas where air was formerly clean. Outside of the region's six major cities and their attendant exurban industrial areas, air quality is good. This enhances the values of the exurban parks.

TABLE A-4

POPULATION COMPOSITION BY AGE AND ETHNIC GROUPS

	% Profiles of Age Groups			Racial Composition
	Under 18	Over 65	Median Age	% Black and Other Races
Total Area				
SMSAs				
Cincinnati	35.9	9.7	27.5	11.3
Hamilton	35.0	8.0	25.5	5.2
Counties				
Clermont	40.8	6.6	24.9	1.1
Hamilton	34.8	10.2	28.0	16.1
Warren	39.7	5.8	24.4	1.6
Dearborn	36.5	10.9	28.8	0.8
Boone	39.4	6.4	25.2	0.6
Campbell	36.3	11.2	27.9	1.1
Kenton	36.2	10.5	27.7	3.0
Butler	35.0	8.0	25.5	5.2
Core Cities				
Cincinnati	31.0	13.0	28.8	28.1
Hamilton	34.6	10.4	28.1	7.2
Middletown	33.8	9.5	28.3	10.9
Special Areas				
Newport	35.8	11.8	27.0	3.1
Colerain Township	44.3	3.8	22.9	1.6

According to OKI, "The region faces a crisis in the disposal of its solid wastes that cannot be solved without regional planning and cooperation." To date, solid waste disposal (or nondisposal) is left to each individual jurisdiction. Until a comprehensive regional scheme is developed, solid waste and its attendant problems of visual blight, water pollution, harboring of disease vectors, and so forth will continue.

As mentioned elsewhere in this report, suburban sprawl and the lack of comprehensive land-use planning are eating up the remaining open space and blighting the landscape.

The major bodies of water in the SCSA are the Ohio, Great Miami, Little Miami and Licking Rivers, and Mill Creek. The portion of the Great Miami River within the study area occasionally violates water quality standards from July to November when water levels are low. The Little Miami River, while of generally good quality (especially the headwaters), receives discharges of 46 municipal sewage treatment plants and 15 industrial plants. This pollution is most concentrated when the river's flow is at a low level. Water quality in the Licking River is better than that of many rivers in the area except for the segment near the river's mouth, which is subject to industrial and municipal discharges. The basin with the most severe water quality problems is Mill Creek, which flows through Cincinnati. In the lower stretches even the most pollution-tolerant aquatic life is seldom found.

Water-based recreation has traditionally been very popular in the Cincinnati area. Improvement of the region's water quality would greatly enhance current and future recreational potential.

There has been a trend in recent years toward improving the general quality of life in the region. Downtown Cincinnati has been revitalized by the various riverfront projects and downtown neighborhoods are being improved on a family-by-family, house-by-house level in Covington and Cincinnati. The region has been active in constructing new exurban and urban parks and in rehabilitating older urban parks.

Special interest groups in the private sector have become increasingly active in regard to environmental quality issues, especially open space and passive land use. For example, stretches of the Little Miami River have been designated as components of both the state and federal wild and scenic rivers programs partly through the efforts of Little Miami, Inc., a private environmental group. In Cincinnati preservation of natural hillside environments has been promoted by such nonprofit groups as the Cincinnati Institute and the Hillside Trust. Many other groups are involved in the fight for improved environmental quality, including the Boy Scouts, Sierra Club, National Wildlife Federation, American Youth Hostels, and Protect Our Environment, Inc.

APPENDIX B: JURISDICTIONAL ANALYSES

CINCINNATI, OHIO

Area Description

Location. Cincinnati, in the heart of the nine-county Cincinnati-Hamilton SCSA and in the south central portion of Hamilton County, contains about 28 percent of the total SCSA population. It includes roughly half of Hamilton County's population, with the suburbs both north and northwest of Cincinnati containing most of the remaining half. Comprising about 20 percent of the county's total land area and covering 78 square miles, Cincinnati is bordered on the south by the Ohio River. The north and east boundaries roughly parallel the route of I-275 but reach only about halfway to that highway. More specifically, the cities of North College Hill, Wyoming, Lockland, Reading, Amberly, and Silverton mark its northern edge, while Madeira, Indian Hill, and the Little Miami River define its eastern limits, with the exception of a section reaching west along the Ohio River and beyond Lunken Airport. The western boundary is defined by Mount Airy Forest and the community of Cheviot. A long, narrow strip comprising the city neighborhoods of Riverside, River Road, and Fernbank-Saylor Park follows the Ohio River for several miles downstream.

Cincinnati is the second largest metropolitan area in Ohio. As is the case with Cleveland, one of the reasons for Cincinnati's development has been its favorable situation on a major transportation artery, the Ohio River, with stream valley access northward into the Midwest and southward into Kentucky and the southern states.

Cincinnati is a city of rolling hills and valleys. Its steeply wooded hillsides contrast sharply with the residential, business, and commercial developments existing on the city's plateaus and in the downtown business area.

Seven neighborhood service analyses were completed for Cincinnati. Selected on the basis that they represented a cross section of Cincinnati's 44 neighborhoods, both geographically and socially, the seven neighborhoods were chosen from a list of neighborhood associations suggested by the Cincinnati Department of Public Recreation, the Department of Parks, and the Community Assistance Division of the Cincinnati Planning Commission. Preference was given to those neighborhoods suggested by two or all of the above agencies.

Socioeconomic Characteristics. Transportation equipment is a dominant industry in Cincinnati. Three of the city's four large plants fall within this classification: the large General Electric Flight Propulsion Division plant, the Ford Motor Company, and the General Motors Corporation Fisher Body Division. The home plant of Proctor and Gamble makes the chemical industry the most important type of manufacturing in Cincinnati; almost 40 percent of Ohio's chemical manufacturing is done in Cincinnati. Other important products in the Cincinnati area are processed food, apparel, paper, manufactured lathes, milking machines, machine tools and valves, leather and leather products. Printing and publishing are also important industries. The food processing industries – meat packing plants, breweries, and a distillery – are more important in Cincinnati than in any other SMSA in Ohio. Also significant are a variety of miscellaneous manufactured goods, including toys, sporting goods, and musical instruments.

Cincinnati has experienced a decline in both population and economic activity. The 1970 population of 452,000 is approximately 50,000 below the 1960 figure, and projections suggest that a continued downturn is likely. Yet, in comparison with many other large cities in the Midwest, Cincinnati has a busy, friendly, safe, and interesting downtown area that seems to be one of the city's major assets.

In the Cincinnati SMSA 35.9 percent of the population is under 18 years of age and 9.7 percent is over 65. The median age is 27.5. In the core city, 21 percent of the population is under 18 years of age and 13 percent is over 65. Core city median age is 28.8. In the Cincinnati SMSA, 3.8 percent of the labor force is unemployed. The unemployment rate is 4.8 percent in the core city. The median income in the SMSA is

$19,257 per annum, compared to $8,894 per annum in the core city. In the Cincinnati SMSA, 18 percent of the households do not own a car; the percentage of households without a car reaches 31 percent in the core city.

Cincinnati is a mixture of high-, low-, and middle-income families, both black and white. However, a much larger percentage of the black population is included in the lower income groups. The white population includes a wide range of ethnic backgrounds. Only 11 percent of the Cincinnati SMSA population is black, whereas more than 28 percent of the core city residents are black. The number of households below the poverty level in the Cincinnati SMSA is 13.5 percent; the portion in the core city is 20 percent. These comparisons tend to indicate the generally higher economic status of persons in the suburbs of Hamilton County and the higher incidence of poverty among blacks.

Many of Cincinnati's 44 neighborhoods that are considered "integrated" actually are not – both blacks and whites may reside in an area designated as a neighborhood, but generally there are all-black and all-white clusters or sub-neighborhoods within these. In many instances the blacks tend to be concentrated in smaller neighborhood blocks. City neighborhoods such as the West End, East Walnut Hills, and Walnut Hills are all black, while Hyde Park, Roselawn, and Westwood are nearly all white. The socioeconomic status of Hyde Park is generally very high; that of Walnut Hills is very low. Some communities like Camp Washington include mostly poor white Appalachians. Communities such as Bon Hill and Clifton include both white and black families from very high and very low economic levels.

The principal means of transportation in the city are foot, private automobile, and city bus. The city does not have a subway system. Most persons in Cincinnati use cars to reach city parks and recreational areas, although many walk to city parks near neighborhood residential areas and businesses. Persons not owning a car or not having access to one reportedly use the city's public bus system (the Queen City Metro) to reach some parks and recreational areas.

Historical Overview. The parks and recreation movement in Cincinnati began as early as 1817. More parks were developed in the mid-1800s and an early park board was established in 1861 by the city of Cincinnati. The present Cincinnati Board of Park Commissioners was established in 1906 through the efforts of a group of concerned citizens called the Greater Park League.

The Cincinnati Recreation Commission had its beginning in the War Camp Community Service programs in 1918. At the end of World War I the name was changed to Community Service, and a recreational program was conducted with assistance from the Community Chest, the board of education, and the Board of Park Commissioners. Community centers were operated, school facilities used for recreation, playgrounds developed, and various citywide activities sponsored.

More emphasis was given to recreation in 1926, when the new charter of the city of Cincinnati (Article VII, Section 14) created a public recreation commission, now composed of one member of the Cincinnati Board of Park Commissioners appointed by the said board, three citizens appointed by the mayor, and one citizen appointed by the board of education. A referendum provided a one mill tax, and a bond issue in 1927 freed funds for the expansion of facilities. The Cincinnati parks board was given safeguards against transfer of park property for uses other than for park purposes. The charter empowered the board to adopt and enforce regulations for the proper use and protection of park property and to provide penalties for any violations.

Programs, Services, and Management Functions

The city owns approximately 330 recreation areas encompassing nearly 6,000 acres. Ownership and responsibility for operation of these areas are divided between two departments, the Cincinnati Department of Parks (governed by a three-member board of park commissioners) and the Cincinnati Department of Public Recreation (governed by a five-member public recreation commission). The parks department maintains all city-owned parks and open space, offering educational activities related to the natural environment and aiding urban beautification projects. The recreation department provides facilities, leadership, and opportunities for recreation. In addition to its own areas, the recreation department also operates and maintains facilities on 230 acres of board of education properties and on more than 400 acres of privately owned lands including churches, railroads, and an airport. The Department of Recreation endeavors to design and supervise a total community program including playfields, swimming pools, community centers, and golf courses.

The park board has three functions: to provide leisure-time opportunities, to act as guardian of the city's heritage, and to enhance the city's aesthetic image.

The parklands owned by the Department of Parks range from the 1,459-acre Mount Airy Forest in the northwestern section of the city to numerous small playgrounds and tot lots. Parks such as Eden Park, Ault Park, Mount Storm, French Park, Mount Airy, and Rapid Run are particularly popular with city residents. Several of the parks display distinctive and interesting natural features; some offer scenic views of the rolling and attractive Cincinnati landscape. The Department of Parks owns the grounds of the Cincinnati Zoo, which is operated by the Cincinnati Zoological Society. Other attractions include a large and beautiful conservatory at Eden Park and an interesting arboretum at Mount Airy Forest.

The Department of Parks provides a varied program including such activities as environmental education programs for the city schools and concerts by both amateur and professional groups. The parks department also operates a mobile recreation

program in nature and ecology which travels to each of the city's neighborhoods during the summer.

In 1975, the Cincinnati Department of Public Recreation operated 24 community centers, 30 lighted school programs, 65 playgrounds, 26 deep water pools, 28 shallow pools, 3 outdoor recreation centers, and 20 senior citizen centers and clubs around the city. The department owns and maintains 6 regulation municipal golf courses, 4 driving ranges, and 2 miniature golf courses. The recreation department maintains Music Hall, home of the Cincinnati Symphony Orchestra. It also operates programs for physically handicapped and mentally retarded children, teens, and adults. Environmental education programs are provided at the department's three outdoor education centers, all accessible to inner-city residents.

The department's mobile recreation program utilizes eight vans and two show wagons in presenting plays, music, puppeteers, and summer programs on art and history. The two show wagons offer amateur talent shows to summer tourists, rest homes, and hospitals. The city, through the department, sponsors a week-long baseball camp for inner-city youngsters.

The department provides a very active and comprehensive organized sports program that schedules hardball and softball games for youth teams and adult teams on fields around the city. The program has more than 155,000 participants. Nearly 2,500 teams are registered for competition in the greater Cincinnati Knothole program in youngsters' baseball (ages 8-18). The city recreation department operates the Kid Glove Baseball Camp, geared primarily for youngsters from low-income areas, for teaching the fundamental skills of baseball. The National Amateur Baseball Federation senior championship tourney has been conducted at various fields throughout the Cincinnati area. There are softball teams in the CRC 21-and-under softball leagues, in the men's industrial league, and in the city employees men's softball league. The department also schedules and coordinates leagues and activities in tennis, basketball, and soccer.

Financial, Land Acquisition, and Management Authority

Cincinnati has independent taxing authority and the authority to issue both general obligation and revenue bonds; many have been issued in the past but few were used to finance recreational programs. Instead, the city has relied on its regular tax monies to finance its recreational programs. The city can receive donations of both money and land, and more than 47 percent of the parks owned by the Department of Parks were gifts from businesses or individuals. Recently a $1 million grant was received from a donor to match federal Land and Water Conservation Fund monies for the acquisition and development of Sawyers Point (adjacent to the completed Riverfront Park). Other monies were donated by Proctor and Gamble for the maintenance of Riverfront Park which will be operated and maintained by the city Department of Recreation.

The city has the right of eminent domain and will exercise that right to acquire property whenever its acquisition is felt to be in the public interest. Recreational areas acquired recently through condemnation are along the Little Miami River and in the neighborhoods of Paddock Hills and Roselawn. Acquisition of these was funded with federal Community Development Block Grant monies. The city has authority to acquire less than fee interests in land or water resources.

Cincinnati can manage land outside its jurisdictional boundaries. Examples of this are the parks department's French Park and two golf courses owned and maintained by the city recreation department. The recreation department uses the city's authority to operate programs on land it does not own, to conduct activities on land owned by the board of education, the Department of Parks, and the Department of Public Works. The city also has authority to operate programs and make capital investments on privately owned land. The recreation department has done this in developing a tot lot on a private gas company's lands and a play area on railroad lands, and with other projects on a large number of areas owned by the board of education and the Department of Parks. A number of community recreational centers have been constructed on school properties.

The city has authority to permit other public agencies and private organizations to operate programs on its lands. The school uses lands of the recreation department for athletics and nature education, and some lands owned by the parks department are used for nature education programs. A number of community fairs are held on Department of Parks and Department of Recreation grounds. Cincinnati also permits the operation of programs on its lands by private organizations (including concessions). The Convention Center and the Riverfront Stadium are examples of this. In the past the Department of Parks permitted small concessions to sell food and beverages on its premises.

The city has permitted the state to make capital investments on some of its properties. The city has the authority to permit private investments on its lands; for example, the recreation department can enter into long-term leases or use permits either as lessee or lessor. A number of baseball and softball leagues and tennis teams have leases to use athletic fields during certain hours of the day for league play and practice. The Disabled American Veterans has a lease to use 8 acres of city recreation department lands. As a lessee, the city recreation department utilizes properties of the Lunken Airport, Metropolitan Housing, and the city water works for conducting city recreational programs. The Department of Parks has lease arrangements with private nonprofit groups to present plays and talent shows at Eden Park, and the department invites the University of Cincinnati to conduct classes on park lands. Both departments can and do use the services of volunteers.

Identification of Issues and Problems

Park and Recreation Financing. *Relationship of Recreation Budget to Total Jurisdiction Budget.* The recreation budget for Cincinnati is broken up into three categories reflecting the three basic administrative divisions that handle the recreational functions of the city.

The category of "Entertainment/Culture" is composed of city-financed forms of recreation such as the symphony, opera, professional baseball, a professional theater, an art museum, the historical society, ballet, the May festival, and educational TV stations. Because they consistently have the smallest budget figures (see table B-1), these cultural pursuits and other forms of entertainment are generally self-supported.

The Cincinnati Department of Parks is primarily responsible for the acquisition, development, and operations and maintenance of the city's parks and natural areas, although it also maintains some sports facilities and sponsors cultural programs. The Department of Parks has the next smallest budget (see table B-1) after "Culture/Entertainment." Most of the department's money is spent on operations and maintenance, with little spent on acquisition and development because of the limited opportunity to acquire additional open space in the city.

The Cincinnati Department of Recreation's role is to provide recreational facilities and programs for the people. To this end the department concentrates on providing facilities for active recreation, such as swimming pools, community centers, tennis courts, and ball diamonds. It also sponsors programs in athletics, environmental interpretation, and arts and crafts. However, the recreation department also operates and maintains some passive recreational areas.

The department's percentage of the total city budget is much larger than the budget of its counterpart in Cleveland. Cleveland spent an annual average of only 3.02 percent of its budget on recreation in the early 1970s, compared to Cincinnati's 17.75 percent. The large size of the recreation department's budget (see table B-1) can be attributed to the increasing popularity of sports and other forms of active recreation and the increasing need for and emphasis on programs as the quality and quantity of available open space declines.

Together, the "Culture/Entertainment" parks department and recreation department budgets represent the second largest expenditures of the entire city budget. In the 5 years shown in table B-1, this category of expenditures has fluctuated from 14.78 percent to 20.24 percent, the mean being 17.75 percent per annum. This percentage is very high for an industrialized midwestern city, with figures tending to reflect the city's tradition of recognizing the values of recreation. The per capita expenditures

TABLE B-1

RELATIONSHIP OF RECREATION BUDGETS TO TOTAL JURISDICTION BUDGETS
CINCINNATI, OHIO

	1971	1972	1973	1974	1975	1976
Park Board	1,757,582	2,059,945	2,271,701	2,604,061	4,259,620	5,203,950
Recreation Commission	5,754,000	6,404,000	9,079,000	10,330,000	11,541,000	10,676,000
Park Board & Rec. Comm.	7,511,582	8,463,945	11,273,201	12,829,061	15,274,420	13,941,950
Park Board, Rec. Comm. & Entertainment/ Culture	7,576,582	8,528,945	11,398,201	12,979,061	15,191,420	14,201,950
Health & Welfare	3,430,000	4,066,000	4,015,000	5,677,000	6,820,000	6,967,000
Police & Fire	24,961,000	26,191,000	25,687,000	34,039,000	40,682,000	31,163,907
Sanitation	5,180,473	5,481,247	5,066,026	5,353,518	5,901,412	5,870,004
Administration	2,918,137	3,095,876	3,315,878	3,878,274	3,809,009	4,005,230
Univ. Conn.	3,728,000	3,805,000	3,922,000	4,082,000	4,232,000	4,729,000
Culture/ Entertainment	65,000	65,000	125,000	150,000	164,000	260,000
TOTAL	**51,227,758**	**51,544,248**	**56,415,268**	**70,778,098**	**83,678,418**	**71,975,104**
Park Board as % of Total	3.42	3.99	4.05	2.29	4.23	4.78
Rec. Comm. as % of Total	11.21	12.42	16.09	14.59	13.79	14.83
Park Board, Rec. Comm. & Entertainment as a % of Total Budget	14.78	16.56	20.24	16.93	18.19	19.80

for recreation (see table B-2) also reflect the high priority recreation funding enjoys. In the years shown, per capita expenditures for recreation have been second only to "Police/Fire." (Even taken alone, the recreation department budget is second only to "Police/Fire.")

TABLE B-2

ANNUAL PER CAPITA EXPENDITURES FOR SELECTED COMMUNITY SERVICES
CINCINNATI, OHIO

	1971	1972	1973	1974	1975
Park Board	3.93	4.67	5.03	5.69	8.16
Recreation Commission	12.87	14.52	20.82	23.53	27.03
Park Board & Rec. Comm.	16.80	19.19	25.85	29.22	35.19
Park Board & Recreation Commission and Entertainment	16.95	19.34	26.14	29.57	35.58
Police & Fire	55.84	59.39	58.91	77.53	95.27
Health and Welfare	7.87	9.21	9.20	12.92	15.97
Sanitation	11.57	12.41	11.62	12.18	13.82
Administration	6.52	7.11	7.60	8.83	8.92
Transportation	7.82	8.53	6.90	11.85	16.49
University of Cincinnati	8.33	8.61	8.99	9.29	9.92

Recreation Income. Tables B-3 and B-4 show the sources of income for the recreation budgets. The city provides most financial support for the parks department and the recreation department. The tables seem to reflect the recession years of 1972 and 1973, during which the federal government provided a higher measure of assistance than it had previously, but the percentage of federal aid declined in 1974 as the economic situation improved. The years 1975 and 1976 indicated a resurgence of federal aid. Note that the city provides the lion's share of the recreation department budget, which is much higher than the parks department budget (table B-4). "User Charges and Fees" come primarily from the user-supported municipal golf courses.

TABLE B-3

SELECTED SOURCES OF INCOME AS A PERCENTAGE OF THE RECREATION BUDGETS
CINCINNATI, OHIO

	RECREATION COMMISSION						PARK BOARD					
	1971	1972	1973	1974	1975	1976	1971	1972	1973	1974	1975	1976
General Appropriation Local Government	.66	.64	.55	.65	.42	.55	.97	.84	.42	.43	.53	.509
User Charges and Fees	.19	.15	.16	.18	.11	.17	.019	.013	.003	.004	.008	.007
Federal Grants	.11	.20	.27	.15	.30	.28	–	.128	.58	.539	.349	.476
State Grants	.03		.02		.08							
Philanthropy					.07		.01	.01	.01	.014	.008	.007
Sports Advisory Councils				.00	.004	.005						

TABLE B-4

SELECTED SOURCES OF INCOME – CINCINNATI, OHIO

(Shown in $1,000's)

Sources of Agency Funds	RECREATION COMMISSION*						PARK BOARD*					
	1971	1972	1973	1974	1975	1976	1971	1972	1973	1974	1975	1976
General appropriations of local government	2,654	3,033	3,195	3,722	5,145	5,796	1,704	1,746	922	1,125	2,697	2,651
Earmarked revenues of local government												
Independently levied taxes												
General obligation bonds												
Revenue bonds												
User charges and fees	764	728	947	1,024	1,374	1,768	35	28	29	37	37	37
Concession royalties or fees												
All federal grants	434	946	1,579	859	3,706	2,918		265	1,285	1,406	1,490	2,480
State grants	125		135		1,000							
Philanthropy and donations (money or land)					711*		19	22	37	37	37	37
Other (sports, advisory councils)				51	54							
TOTALS	**3,977**	**4,707**	**5,856**	**5,656**	**11,990**	**10,534**	**1,758**	**2,061**	**2,273**	**2,605**	**4,261**	**5,205**

* Does not include income for capital expenditures.

The city council sets aside a one-tenth mill levy for recreation department use. However, this is included in table B-4 under "General Appropriations of Local Government" because the city always allots more than the one-tenth mill levy. Tables B-3 and B-4 do not include income received for capital expenditures (acquisition, development, and rehabilitation). As a result, the totals of table B-4 are lower than the expenditure totals of table B-7.

Although the budgets of the parks department and the recreation department cannot be considered dependent on the federal government, they do rely heavily on federal funds for acquisition, development, personnel, and special programs. The major federal programs affecting recreation in Cincinnati are the Department of Housing and Urban Development Community Development Block Grants, Bureau of Outdoor Recreation Land and Water Conservation Fund, Department of Labor Comprehensive Employment and Training Act, Neighborhood Youth Corps (NYC), Recreation Support Program, and the Law Enforcement Assistance Administration program through the Department of Justice. HUD CDBG monies have been used to fund park developments, additions to school programs, and acquisition of open space. CDBG monies are the city's largest single federal source of funding, not only for recreation but for all programs. The LWCF monies have been used to acquire and develop parklands, including Cincinnati's new Riverfront Park. LEAA funds have been used to finance recreational programs for disadvantaged youth through the city's Community Youth Services Bureau, while CETA monies have been used to hire unemployed persons to augment parks department and recreation department staffs.

The recreation department uses federal funding to augment its budget. Although the federal revenue sharing funds for summer recreational programs arrive late, they do enhance the programs when they finally arrive. Recreation department spokesmen said they sometimes utilize only those federal funds which serve their needs and at other times change their programs to take advantage of available federal funding.

The parks department also uses federal funding to augment its budget and to increase services. Both the recreation department and the parks department sometimes find it necessary to change priorities, giving higher priority to items for which there is less real need, simply because of restrictions specifying uses of available funds. The parks department is able to use funds from all federal programs, but feels it may soon be unable to get LWCF monies because of the need for initial full funding by the city. The department says the city cannot afford to pay for projects first and be reimbursed later.

TABLE B-5

RECEIPT OF FUNDS FROM FEDERAL PROGRAMS USED BY THE RECREATION COMMISSION
CINCINNATI, OHIO

Federal Program	Local Administering Agency	Type of Grant and Use	1971	1972	1973	1974	1975	1976
Land and Water Conservation Fund	Department of Recreation	Categorical/ Acquisition and Development	125,000	–	135,000	–	1,000,000	–
Comprehensive Employment and Training Act/EEA	Division of Manpower	Categorical/ Staff	–	281,000	291,000	169,000	1,300,000	1,524,000
Community Development Funds, HUD	Division of Research Evaluation Budget	Block	–	–	–	–	1,156,000	1,152,000
Agriculture	Department of Recreation	Categorical/ Lunches	162,000	118,000	175,000	175,000	130,000	106,000
ACTION: Retired Senior Volunteer Program	Department of Recreation		27,000	28,000	29,000	29,000	29,000	35,000
Revenue Sharing	Research, Evaluation, and Budget	Block/ Staff	–	382,000	–	417,000	–	–
Community Services Administration	Department of Recreation	Categorical/ Summer Programs	120,000	–	135,000	69,000	91,000	101,000
Open Space, HUD	Department of Recreation	Categorical/ Acquisition and Development	–	137,000	814,000	–	–	–
TOTALS			**434,000**	**946,000**	**1,579,000**	**859,000**	**3,706,000**	**2,918,000**

TABLE B-6

RECEIPT OF FUNDS FROM FEDERAL PROGRAMS USED BY THE PARK BOARD
CINCINNATI, OHIO

Federal Program	Administering Agency	Type of Grant and Use	1971	1972	1973	1974	1975	1976
Land and Water Conservation Fund	Park Board	Categorical/ Acquisition and Development	–	–	77,500	105,000	–	20,000
Comprehensive Employment and Training Act/EEA	Division of Manpower	Categorical/ Labor	–	264,900	190,620	172,690	715,890	541,800
Revenue Sharing	Division of Research, Evaluation, and Budget	Block	–	–	1,016,012	1,127,380	–	–
Community Development Funds (HUD)	Division of Research, Evaluation, and Budget	Block	–	–	–	–	773,200	1,918,000
TOTALS			**–**	**264,900**	**1,284,132**	**1,405,070**	**1,489,090**	**2,479,800**

All the programs have been beneficial in helping to meet the city's recreational needs. However, as city officials have indicated, each program has its shortcomings. The major complaints seem to relate to the complexity and/or time-consuming nature of the application process of some programs, the uncertainty of funding, and the unreasonable requirements and inflexibility of some programs. Also, the Cincinnati Department of Urban Development, which has had some responsibility for recreation, including development of Riverfront Park, feels the HUD CDBG monies are troublesome to obtain because the yearly funding basis requires excessive time, paperwork, and duplication of effort.

Federal regulations state that CDBG monies are not to be used for school projects or to benefit schools. Recently HUD has clarified this restriction by announcing that facilities can be provided at schools if the general public has access to them.

A new HUD regulation written in February has changed the rules for local units of government and, in effect, tied the hands of the city Department of Recreation. Under the old regulations, the city had to certify the entire CDBG program on the basis of moderate- and low-income criteria. The new regulation now requires that each program be judged individually and that 30 percent of all households have an annual income of $8,200 or less. Originally the city purchased two recreational areas in the city that qualified under the old regulations. Now the projects cannot qualify for use of CDBG monies for development under the new requirements. The city's latest applications for development of these two projects were rejected. One is a project in Hyde Park that was identified as a priority by the community.

The city planning commission and the parks department see time as a problem in that the LWCF does not permit opportunity acquisitions. The city Department of Parks and the Department of Recreation feel that the 15-week minimum employment and maximum $10,000 wage requirements for the CETA program eliminate from consideration many of the people they would like to hire. The Department of Recreation feels the restrictions on use of LWCF monies for indoor facilities should be lifted. The Kennedy Heights Youth Federation, a neighborhood association, believes the unreasonably low Office of Economic Opportunity guidelines on family income restrict many deserving disadvantaged youth from participating in the functions of the Community Youth Service Bureau. To qualify for participation in the program, income for a family of two must not exceed $3,700; the upper limit is $5,500 for a family of four.

The Department of Recreation indicates that guidelines for the Recreation Support Program arrive too late in the year to be of any benefit. The department also noted that the uncertainty of arrival time of federal funding for summer recreational programs resulted in departmental disruptions, such as the necessity to process emergency applications for supplies. Thus far, the Department of Recreation has been unable to utilize Title 20 federal grant monies administered through the Department of Health, Education and Welfare, because the regulations and restrictions have been

so cumbersome. The city would like to use these federal funds to provide recreational programs for senior citizens and school children.

Although neither the city nor the neighborhoods said so, it is strongly suspected that many local agencies find it very difficult and frustrating to try to determine what federal programs they can use, and how.

Recreation Expenditures. In recent years, except in 1976, the recreation department allocated its budget nearly equally between capital expenditures (acquisition, development, and rehabilitation) and programs (see table B-7). Unfortunately, the department was unable to differentiate between acquisition, development, and rehabilitation for the years shown. However, most of the department's capital improvement budget was spent on rehabilitation, with a much smaller percentage spent on development. Acquisition made up a minuscule portion of this budget. The planning category took a large jump from 1971 to 1972 because in 1972 planning activities as a line item were transferred from capital expenditures to planning.

The parks department's expenditures are also shown on table B-7. Unfortunately, not all figures for capital expenditures were available; the department was unable to supply figures for rehabilitation, although some rehabilitation monies were included under development. The opportunity to acquire large tracts of open space is becoming critical and the parks department is spending more on operations and maintenance than on capital expenditures. Unlike the parks department, which maintains a full-time police force, the recreation department spends nothing on security. The parks department spends a great deal more than the recreation department on operations and maintenance, mainly because of the parks department's larger facilities.

The recreation department felt that revenues were insufficient for operations and maintenance of grounds and buildings and for operation of programs. To alleviate these problems, the department would prefer to receive shared federal-city operations and maintenance funding over a period of years, during which time the federal share is gradually decreased as the city assumes full responsibility for funding.

Although the parks department indicated a deficiency of funds for operations and maintenance, it did not indicate where these funds should come from. However, the department did not believe funding should be provided by the LWCF.

As can be seen in tables B-1 and B-2, recreation funds are generously provided by the city of Cincinnati. One of the keys to providing quality urban recreation is a strong commitment of resources by the agencies immediately involved in providing recreation, as well as by the entire city government. As noted throughout this analysis, recreation has been and continues to be one of Cincinnati's highest public service priorities.

TABLE B-7

DISTRIBUTION OF EXPENDITURES – CINCINNATI, OHIO
(Shown in $1,000's)

Expenditure	RECREATION COMMISSION 1971	1972	1973	9714	1975	1976	PARKS BOARD 1971	1972	1973	1974	1975	1976
Capital Expenditures (Acquisition, Development, and Rehabilitation)	2,304	2,494	4,482	4,985	5,023	3,114	229	169	190	165	378	597
Operations and Maintenance	823	944	1,215	774	456	554	1,293	1,553	1,624	1,849	2,677	2,411
Programs	2,347	2,601	3,001	4,143	5,576	6,499						
Planning	26	101	105	116	127	119						
Administration and Clerical	254	264	276	312	359	390	44	55	65	74	90	
Personnel	(included in line items above)						85	95	100	111	129	133
Security							249	263	290	330	443	474
TOTALS	**5,754**	**6,404**	**9,079**	**10,330**	**11,541**	**10,676**	**1,900**	**2,135**	**2,269**	**2,529**	**3,717**	**3,707**

Administrative/Organizational Data

Jurisdictional and Neighborhood Perspective. The Cincinnati Department of Parks feels that the federal government should play a satellite role outside the city, as is being done at the Wayne and Hoosier National Forests in Ohio and Indiana. The parks department does not want to see the Land and Water Conservation Fund used for programming; it feels the Department of Housing and Urban Development is adequately involved through its CDBG program. The parks department not only believes that the LWCF should emphasize acquisition, but also feels that these monies should be made more readily available for opportunity purchases. However, the parks department, which prefers local operation of all regional or city parks, sees a need for additional operations and maintenance monies and a role for the national government only for things of national interest, either historic or natural. Parks department officials also believe that the states are meeting more of a regional than a local responsibility in the greater Cincinnati area at Hueston Woods State Park and the East Fork and Caesar's Creek State Parks, both under construction at U.S. Army Corps of Engineers reservoirs.

The Department of Recreation sees a growing need for operations and maintenance monies, perhaps subsidized through a federal grants program. The department feels that the Bureau of Outdoor Recreation and the LWCF should relax restrictions on the funding of indoor use facilities to encourage year-round use. The department would like to see the state drop its requirement that the city pay 20 percent of the monies when it matches federal LWCF monies with CDBG funds. Because the various jurisdictional boundaries create an impractical situation in providing recreational services, the city recreation department sees a need for a metropolitan form of government in the Cincinnati area.

The Cincinnati Planning Commission believes the need to acquire land in rural areas is probably as great as it is in the cities. However, because the urban areas have more people of lower incomes who have less ability to pay for vacations and who therefore require nearby facilities and programs, the cities may require a larger share of federal monies. The planning commission recognizes the need for a separate opportunity land acquisition fund and additional operations and maintenance monies. They see a possible role for the state in managing lands along the Little Miami River and in helping to implement the plan.

One city councilman recognized the importance of land acquisition, particularly in the urban areas, and stressed this as a high priority. He also mentioned the excessive time required to obtain a satisfactory appraisal of properties, a result of state regulations. He recognized a need for a regional government in the Cincinnati area.

Another councilman recognized the need for additional operations and maintenance monies, particularly for recreational centers, and he foresees a greater federal role in dealing with this aspect of urban recreation.

All seven neighborhood analyzed discussed recreational needs in their immediate communities. They were either unable to or did not care to address the role of federal, state, or county governments in helping to operate city facilities that meet regional needs.

Commercial Recreation Roles and Competition with Private Enterprise. The city sees a role for the private sector in providing recreational opportunities in entertainment, including professional sports, the theater, and amusement parks such as nearby Kings Island. Private operators also can provide some specialized services such as private marinas, golf courses, and health clubs. However, the Department of Recreation also sees an increased role for itself in providing marinas, swimming pools, tennis courts, and golf courses, particularly if the private sector is unable to do so. In the past few years a number of private golf courses in Cincinnati have failed. They have been unable to operate at a cost the public can afford; consequently several have been taken over by the city Department of Recreation.

Because private interests often can outbid the city for river frontage, the city planning commission is concerned that existing privately owned marinas on the Ohio River may be sold to other interests. Therefore, the commission thinks the city should buy them. Because lower fees are possible through public ownership, the city believes the specialized facilities could be made available to a larger segment of the public. The operation of the marina could then be handled by a private concession. Because of the nature of their operations, the city does not feel that either the recreation department or the parks department is competing with the private sector.

Opportunities for Cooperation Between Public Agencies and Private Nonprofit Agencies. Although they operate on different philosophies, as indicated earlier, there is a great deal of cooperation between the city recreation department and the city parks department.

Cooperation between these two public agencies and the private nonprofit agencies such as churches, community service groups, and youth clubs is also substantial. Many of the neighborhood civic associations use community centers built and maintained by the city recreation department. Community churches throughout the city use city parks for various activities, and scout groups use city parks for outings. The city helps sponsor programs for physically handicapped children, teens, and adults. These programs use neighborhood community centers, athletic fields, and city parks. The Retired

Senior Volunteer Program (RSVP) permits RSVP volunteers to provide services at community schools, libraries, courts, hospitals, nursing homes, day care centers, recreational centers, and health and welfare associations. The Cincinnati Department of Recreation operates the showboat "Majestic" on the Ohio River, while the University of Cincinnati drama department conducts programs in the boat's 230-seat theater. The Department of Parks at its Trailside Nature Center in Burnet Woods provides, upon reservation, leadership to school groups, youth groups, and adult groups such as the Boy Scouts, Girl Scouts, Camp Fire Girls, the Child Conservation League, garden clubs, and university clubs. These are but a few of many ways in which the city parks and recreation departments cooperate with private nonprofit agencies.

There appears to be room for more cooperation between the city and the YMCA and YWCA. Many of the activities that both "Y" groups conduct parallel the efforts of the city parks and recreation departments. The city and the "Y" organizations admit they do not attempt to coordinate their various programs with each other.

Multiple Use of Other Public Facilities. The use of school properties represents the single largest multiple use of other public facilities dealing with recreation in Cincinnati. The city Department of Recreation has constructed a large number of playgrounds, swimming pools, and athletic fields on board of education properties. Through the city's Lighted School Program many of the community schools have provided indoor school facilities which are made available to the public during the fall and winter. The city recreation department has provided the staff to conduct athletic games and classes, as well as sponsoring classes in arts and crafts. Unfortunately, budget cuts forced cancellation of most of these programs during the past year. The Lighted School Program will be conducted this coming year, but under reduced hours.

Ohio state law requires that all lease agreements to use school properties contain an unrestricted lease cancellation clause which returns all lands to full school control if the school should require the land for its own uses. This law has discouraged local units of government in the study area from constructing recreational facilities on school properties. Apparently the city of Cincinnati has an agreement or understanding with the schools because the city recreation department has built a large number of recreational centers and other recreational facilities on school properties over the years. This continues to be city policy when adequate capital and operations and maintenance monies are available.

This statute would preclude the use of LWCF monies on school properties because of the provision of Section 6(f) of the LWCF Act, which requires that no property acquired or developed with assistance under this section should, without the approval of the Secretary of the Interior, be converted to other than outdoor recreational use. Because of the implications of this statute, the state has encouraged the schools to sell or donate their properties.

Federal regulations state that CDBG monies are not to be used for school projects or to benefit schools. Although this has not affected efforts of the city recreation department to provide facilities on school properties to date, it could have an effect in the future. Recently HUD has clarified this restriction, announcing that facilities can be provided at schools if the general public has access to them.

Although there has been cooperation between the city and some schools, there is evidence of need for more. Many schools are reluctant to provide facilities for use of the general public unless they can be assured that the city can provide sufficient personnel to prevent property damage. In addition, the age and design of some school facilities sometimes discourages and even preclude their use for various indoor recreational programs.

A water supply reservoir known as The Reflection Pool at Eden Park is used as a skating pond and for aesthetic purposes. Some river lands owned by the U.S. Army Corps of Engineers along the Ohio River, on both the Ohio and Kentucky sides, could be utilized better. Three public boat launches originally constructed as an aid to navigation lie along the Ohio side of the river. Two of these are administered by the Hamilton County Park District and one by the Corps of Engineers. One boat launch on the Kentucky side near the mouth of the Licking River is administered by the state of Kentucky. It may be desirable to provide additional boat launches. The development of small riverside parks located on the floodplain inside the levee similar to General Taylor Park in Newport, Kentucky, may be another possibility.

Coordination of Federal Agencies and Programs Affecting Recreation. Cincinnati has no department that maintains overall control of federal programs. Although the city has a separate budget department in its administrative structure, it is the responsibility of each department to keep current on programs affecting its functions. During discussions with the various city agencies involved in recreation, no complaints were expressed concerning difficulties in obtaining the necessary information on federal programs. Concerns were expressed regarding the complexity of some federal program regulations and application procedures, as discussed elsewhere in this analysis.

Federal, State, and County Ability to Coordinate Recreation That Crosses Political Boundaries. As discussed in sections on financial, land acquisition, and management authority, the city has considerable ability to coordinate the acquisition and development of recreation projects that cross political boundaries. The major limiting factor to such coordination would be the extent to which the city and/or the other governmental authority (the county, township, or other city) are willing to cooperate.

Administrative Structure. The Cincinnati recreation department has suggested that because jurisdictional boundaries are impractical and tend to impede the planning and provision of government services for the people of the region, a metropolitan or regional form of government such as that in Jacksonville, Florida, would be desirable. However, officials also feel that because of the great local opposition that could be anticipated, such a form of government is probably impractical to consider at this time.

It can be and has been argued by some that the Cincinnati Department of Parks and Cincinnati Department of Recreation should be combined into one agency to increase efficiency and save money. If this were accomplished, it is likely that some economic savings would eventually result.

Conversely, there are sound reasons that this would be undesirable. To appreciate the existence of separate parks and recreation departments, it is necessary both to understand the historical background of the founding of these departments and their different goals and functions, and to realize the extent to which they cooperate. Each department has similar overall objectives; each provides different types of recreational activities. The parks department stresses passive recreation by maintaining all city-owned parks and open spaces, aiding urban beautification, and offering educational activities related to the natural environment. The recreation department provides a comprehensive community program that stresses active recreational programming in athletics and to a lesser extent in arts and crafts and environmental education. Although there is some overlap of services, e.g., the city recreation department operates and maintains three outdoor centers while the parks department owns and maintains some athletic fields, the primary emphasis of each is different.

Because these departments do such a good job of cooperating, it could be concluded that they should be left alone. There is fear on the part of some that if the departments are combined, one of the two philosophies may predominate at the expense of the other. Most recreation professionals and participants would agree that the presence of quiet attractive parks and the need for active recreational programs are equally important. In addition, because so much of the parks department's monies come from private sources (individual donors) there is fear that such support would either disappear or lessen if the departments were combined.

The Department of Urban Development has recently been reorganized, with the urban design section moved into the Department of Public Works. Some neighborhood associations feel that the design of playground equipment provided at some housing developments is unsatisfactory; some equipment is unused and some appears unsafe. The department admits there has been no real effort to coordinate the type of play equipment needed

with maintenance requirements. Many times the designers of consulting agencies are concerned too much with aesthetics or with their own idea of what constitutes desirable play equipment and not enough with its suitability for maintenance and its attractiveness to the young users. The Department of Recreation hopes this reorganization will result in better coordination between agencies in selecting equipment.

The Hamilton County Park District is a special purpose parks and recreation agency that operates within Hamilton County and cooperates with the Cincinnati Department of Parks and Department of Recreation. The park district has done an outstanding job in providing regional park facilities for people living within and outside Hamilton County. It owns and maintains five park areas in the northern and western portions of the county, and maintains two boat launches on the Ohio River. The park district received land originally given to the Cincinnati parks board but located too far outside the city for the parks board's use. It now operates this as a park district area. The city sees no need for additional special purpose parks and recreation agencies to improve coordination and enhance visibility.

Personnel

The parks department and recreation department feel there are enough qualified people available to meet their needs. However, each department indicates a need to hire additional personnel to operate programs, especially in the arts and crafts and in nature interpretation. The immediate problem now facing both is the budget freeze that prevents their hiring additional personnel and that caused them to release lower level personnel. Eventually this will result in an imbalance of personnel, that is, a surplus of administrators. Tables B-8 and B-9 provide a listing of Department of Parks and Department of Recreation personnel during 1971-1977.

Because few professional people can be hired for less than $10,000, the Department of Parks feels the CETA program is of limited benefit, but despite its shortcomings, both the parks department and recreation department feel the CETA federal jobs program has been helpful. The recreation department questions the program's effectiveness to meet long-term needs. The maximum income level of $10,000 and unemployment criteria of 15 weeks for Title 6 (public service jobs) does not permit the department to hire people it would like. Department of Parks officials have mixed feelings about the CETA program. Although the program has been continuous, it has not permitted flexibility in hiring and firing. Despite their criticisms, both departments readily admit they depend heavily on the CETA program and that their own programs would be seriously disrupted if it were discontinued or reduced. Many concerns regarding the CETA program are caused by the difference between goals of the city and of the CETA program.

User Considerations

Overview — Recreational Program Opportunities. From the previous discussion of recreational program activities available in the study area, it is apparent that

TABLE 9-8

DEPARTMENT OF PARKS PERSONNEL
CINCINNATI, OHIO

	Full-Time				Part-Time (Seasonal)			
	Professional	Secretarial	Maintenance	Aides	Professional	Secretarial	Maintenance	Aides
1971	36	4	143	0	0	0	26	13
1972	37	4	1[illegible]3 (37)	0	0	0	29	11
1973	37	4	193 (19)	0	0	0	30	11
1974	21	5 (1)	197 (15)	0	0	0	30	18
1975	47 (2)	7 (3)	250 (73)	0	0	0	29	18
1976	50 (3)	7 (3)	225 (49)	0	0	0	30	26
1977	63	4 (6)	157 (92)	0	0	0	0	33

Figures in parentheses indicate employees funded by CETA.

TABLE B-9

DEPARTMENT OF RECREATION PERSONNEL
CINCINNATI, OHIO

	Full-Time				Part-Time (seasonal)			
	Professional	Secretarial	Maintenance	Aides	Professional	Secretarial	Maintenance	Aides
1971	121	20	93	8	41	1	192	574
1972	142	25	114	8	41	1	194	589
1973	160	27	147	8	43	1	212	606
1974	163	25	151	10	22	0	244	708
1975	204 (3)	26	158 (85)	9 (1)	22	0	254	713
1976	164 (11)	25 (2)	148 (101)	9 (7)	27	0	254	690
1977	181 (11)	25 (2)	143 (101)	9 (7)	22	0	243	635

Figures in parentheses indicate employees funded by CETA.

Cincinnati has a varied and comprehensive program that reaches most citizens in the city to some degree. The organized sports program of the Department of Recreation is particularly comprehensive and successful, as are the community recreational centers present in Cincinnati (26 of the 44 neighborhoods have community centers). The Cincinnati park system is equally effective, providing some of the nation's most attractive urban parklands.

No one reason can be given that these programs have been so effective. Much credit must be given to the recent administrations and to the quality of staff of both the recreation department and the parks department. Nearly 50 percent of the city's parks are former donations. Apparently the city and its citizens have long recognized the value of recreation. Some of the physical attractiveness of Cincinnati parks is due in part to the city's attractive rolling landscape.

Following are three specific examples of program success stories in Cincinnati and another that, although not yet a success story, is noteworthy and promising:

In 1975 a Riverfront Advisory Council was established to coordinate planning for the entire 22 miles of Ohio waterfront in Cincinnati. The council published a preliminary land-use plan for the waterfront in July 1976. A number of redevelopment projects preceded this plan; however, probably the most noteworthy is the acquisition and development of Central Riverfront Park, a key element in the renovation of the Cincinnati downtown area and rehabilitation of the riverfront. The park is adjacent to the new Riverfront Stadium. The project was aided by four Land and Water Conservation Fund grants totaling more than $3 million, including $750,000 from the contingency fund. The local share of the fourth project consisted of a $1 million cash donation from a local attorney.

Other parks and open-space areas exist along the Cincinnati waterfront and many more are planned, including Sawyers Point, a planned park adjacent to the Riverfront Park, now being prepared for development. Although implementation will take a number of years, local initiative has already succeeded in greatly improving portions of the city's waterfront.

"Summer on the Square," cosponsored by the Cincinnati Department of Recreation, its City Core Advisory Council, and the Downtown Council, was a continuous program of entertainment and activity on Fountain Square in the heart of downtown Cincinnati. The project was planned to help counter loitering, rowdyism, and crime that were evident on the sqaure. Seeking a positive solution, the city council asked the recreation commission to establish 13 weeks of organized activities.

The result was a highly successful summer of activity, attracting an estimated 170,000 people. The program was organized around a theme for each week: music, books, marital

arts, exceptional people, heritage, senior citizens, athletics, dance, health and social agencies, smiles, visual arts, recreation, and international. There were 87 different musical appearances including country music (14), rock (19), jazz (13), soul (8), and classical (3).

The director of the program was employed under the Public Service Employment Program. He was assisted by an Urban Corps intern, and part-time recreation commission employees. One of the department's show wagons was assigned full-time to the square. The program could not have been successful or even have been conducted without the support of the city Core Advisory Council, the Downtown Council, a great many donations, and much recreation department support.

The efforts of Little Miami, Inc., a private nonprofit environmental group, to clean up the lower sections of the Little Miami River must be recognized as a success story in the Cincinnati area. In addition to being a major participant in the Little Miami Wild and Scenic Rivers study, this dedicated organization has spearheaded a drive to rehabilitate the lower Little Miami River from the southernmost extension of the present national Wild and Scenic River portion to its mouth at the Ohio River. Some progress has been made in cleaning up pollution sources, including the removal of a dam used in a gravel mining operation, the removal of old car bodies and assorted junk from the banks and stream beds, and the acquisition of some properties along the river occupied by run-down cabins and cottages. The Ohio Department of Natural Resources and many other agencies are also interested and involved in these efforts. Little Miami, Inc. hopes that this lower portion of the river may eventually be reconsidered for inclusion in the National Wild and Scenic Rivers System.

Although it cannot yet be called a success story, the efforts of the Cincinnati Institute, a nonprofit action-oriented foundation, to provide a means of preserving the hillsides of Cincinnati must be recognized as a significant and admirable attempt to retain the aesthetic values of one of Cincinnati's most valuable natural resources. The institute, in cooperation with the city planning commission, has formed the Hillsides Trust, a citizen action organization that will promote the wisest and best use of hillside areas in the city. Plans for the trust's long-range program include the creation of a land bank for acquiring and holding strategic hillside areas. Trustees of the Hillsides Trust will seek gifts or grants that may be used for the acquisition of hillside areas. Gifts of the land itself will also be sought. The lands may then be sold to private concerns for use by people, including use as residential developments, as much as for natural purposes. However, there will be restrictions placed on building sizes and types and on lot sizes, as well as on grading and cutting of trees to retain the hillsides' overall aesthetic values.

Because these hillsides comprise nearly 20 percent of the city's total land surface, it is beyond the city's financial capability to acquire and retain them in public

ownership. If the city sells them back to private interests, while placing restrictions or their use, the land will remain on city tax rolls.

Availability of Special Group Programs. As stated earlier, the city recreation department has a comprehensive and effective program to meet the needs of physically and mentally handicapped persons. In order to accommodate the physically handicapped, the parks department is beginning to make physical changes in nature trails and buildings. This includes rehabilitation work at the Krohn Conservatory at Eden Park. In addition, it is beginning to carry programs to the people. Caldwell Park is scheduled to have a nature center and a trail for the handicapped.

Needs of the elderly of Cincinnati are being served through neighborhood associations and churches. In June 1971 Cincinnati became one of the original 11 cities in the nation to receive federal funding for the Retired Senior Volunteer Program. The grant was awarded to the Cincinnati Department of Recreation because of its extensive work with older adults. The Department of Parks permits a senior citizens' group to run the Bowling Green Bowling Tournament on one of its park properties.

All new recreational centers are being designed for the use of the handicapped. According to both the recreation and parks departments, it is difficult and expensive to convert old facilities. Both feel expert advice is needed in this area.

City Program Compared to Private Recreation. Many of the program services provided by the United Appeal in Hamilton County deal with recreational activities. These program services include the following nonprofit volunteer agencies: the Dan Beard Council of the Boy Scouts of America, the Great Rivers Girl Scout Council, the Boys' Clubs of Greater Cincinnati, the Fenwick Club, the Greater Cincinnati Council of the Camp Fire Girls, the YMCA, the YWCA, the Seven Hills Neighborhood Houses, the Salvation Army of Greater Cincinnati, and the Big Brothers and Big Sisters of Greater Cincinnati.

The city Department of Parks makes areas like Mount Airy Forest available to both Boy Scout and Girl Scout groups. Many of the Department of Recreation programs for physically handicapped and mentally retarded benefit from the United Appeal and other private voluntary organizations involved. Monies from the LEAA federally funded program are utilized by the city's Community Youth Services Bureau to sponsor trips for under-privileged youth to city playgrounds for active sports and to city outdoor recreation centers and Mount Airy Forest for nature experiences.

Agencies like the "Y" groups provide facilities free of charge to the Big Brothers and Sisters, while the professional baseball Reds, football Bengals, and basketball Royals offer reduced rates to the Big Brothers and Sisters, Boys' Clubs, youth athletic teams, and others.

"Y" groups provide a wide range of indoor and outdoor activities and facilities that benefit Cincinnati citizens. With the monies provided through the annual United Appeal campaign, the "Y" is able to offer a minimal annual membership fee of $1 to children of low income families. The "Y" uses its own lands to support its outdoor games, sports, and campgrounds. As mentioned earlier, the "Y" and the city do not coordinate as much as they could. However, the city recreation department has indicated that where there are community centers located near one of the city's "Y" facilities, both seem to receive heavy patronage, i.e., there is little or no competition.

There are several business firms in Cincinnati that provide recreational facilities for their employees. The large General Electric plant north of the city has a park that includes a golf course, several ball diamonds, an amphitheater, and a quiet area. Millicron Corporation provides its employees with a park that includes several ball fields and a picnic area. Although these may seem insignificant in comparison to publicly owned parks, they help to satisfy the needs of Cincinnati area citizens.

Arts and Crafts: There is a great deal of interest and activity in the arts and crafts, including the performing arts. As mentioned earlier, the city parks department and the recreation department have extensive programs dealing with the arts and crafts. The parks department permits professional and nonprofessional groups to use the playhouse in the park structure at Eden Park for concerts and live performances. The First National Bank of Cincinnati has sponsored symphony band concerts at different parks during the summer. These have been well attended.

Environmental Education: Both the parks department and the recreation department conduct environmental education programs. The recreation department operates three outdoor education centers in the city and offers programs on camping, nature study, conservation-ecology, and pioneer programs that reach children, senior citizens, students, the ill, and the handicapped. One of the outdoor centers is located at LaBoiteaux Woods, a parks department property on loan to the recreation department. For those unable to visit the outdoor centers, the mobile unit and lecture program visit senior citizen centers, nursing homes, convalescent homes, and schools. Each outdoor education center has a staff of experienced naturalists prepared to provide a variety of outdoor recreational programs to meet the needs and interests of visiting groups.

Fourteen of the city's parks have fair to excellent undeveloped or natural areas that are used by the day camps operated by the Cincinnati Department of Parks. There are a number of unregistered informal day camps that include both structured and unstructured neighborhood programs, some hardly more than picnics. The parks are also used by many other groups such as garden, school, and church clubs for outdoor nature experiences. Parks department personnel frequently are asked to give leadership to these groups. Through the establishment of gardens, such as the Krohn Conservatory

and Mount Airy Arboretum, the parks department has provided botanical information and education about exotic, cultivated, and native plants.

The Music Hall, owned by the city, is used by both professional and nonprofessional groups, and is the home of the Cincinnati Symphony Orchestra.

The recreation department provides stage plays and classes in arts and crafts at most city recreational centers. The department's summer mobile program, consisting of nine units (two artmobiles, music mobile, two show wagons, puppetmobile, history mobile, and two playmobiles) is scheduled 5 days a week for 10 weeks. These units bring quality art and music instruction and exciting and varied programs to children throughout the city, including those in neighborhoods far from permanent facilities.

There are additional plans to provide performing arts programs to all segments of the city population. Another center is supposed to open in the west end, paid for and managed by television station WCET. There are also plans to bring symphonies into the schools, many to be sponsored by private executive groups.

Although relatively successful in Cincinnati, the arts and crafts program (particularly the performing arts) requires the backing and financial assistance of businesses to continue. There seem to be many buildings throughout the city suitable for conducting programs in the arts and crafts, but most require costly rehabilitation efforts.

Nine self-interpretive trails are being planned for seven of the parks. An existing 10-mile trail developed and maintained by the Dan Beard Council, Boy Scouts of America, winds through Mount Airy Forest. This trail has been designated a national historic trail by the Boy Scouts of America. The parks department mobile recreation program in environmental education, which visits all city neighborhoods during the summer, is very popular. The program consists of a staff of 19 and operates from 9:30 a.m. to 2:30 p.m. 5 days a week.

The Department of Parks owns and operates Trailside Nature Center in Burnet Woods, which includes numerous nature trails and a museum. More than 3,000 children annually come to Trailside Nature Center on school-sponsored visits. Probably an equal number visit the center and park areas without assistance from the staff. If reservations are made, Trailside Nature Center provides leadership to school groups, youth groups, and adult groups for nature and environmental study hikes. Some groups using these services are Boy Scouts, Girl Scouts, Camp Fire Girls, Cub Scouts, the Child Conservation League, garden clubs, and university clubs.

The Cincinnati Museum of Natural History, operated by a 40-member board of trustees, receives its support primarily from endowments and a membership of 2,000. The museum offers numerous exhibits of prehistoric animals, fossils, present-day insects and

animals, the life of early Indians, and astronomy. More than 63,000 children are bused to the museum for tours through the lifelike, full-sized exhibits each school year.

The Cincinnati Nature Center is an effective outdoor education institution, providing a high-level program that meets a distinct need in the Cincinnati area. The center, which opened in 1967, is a nonprofit educational institution supported entirely by memberships, donations, and fees and dedicated to increasing ecological awareness and concern through education. It has an excellent land area, a fine interpretive building, an enthusiastic and well-trained staff, and a program that serves not only its own members but also schools, youth groups, and teachers, for whom valuable teacher education workshops are given.

Since its opening in 1875, the Cincinnati Zoo has become outstanding. In 1914 it was the home of the last known passenger pigeon. Today it is one of two zoos in the world with the best records of success in raising lowland gorillas in captivity. It also has an outstanding record in the breeding and raising of many other wild animals.

The zoo is operated by the Cincinnati Zoological Society on 62 acres owned by the Cincinnati Board of Park Commissioners. The 26-member governing board of the zoological society, which is responsible for operating the zoo, functions through a committee structure. Operations and maintenance funds are obtained through entrance fees, public subscriptions, and donations. The zoo, which is open year-round, serves as a recreational and instructional center for nearly a million people annually, 109,000 of whom are children on school-sponsored visits. Ten thousand people a year participate in the zoo's guided programs. The zoo provides personnel for over 100 lectures a year on animal and zoo-related subjects to schools, churches, scout organizations, and others. It also presents several lectures a year as part of its enrichment program for adults.

From this discussion it is apparent that the city of Cincinnati offers an extensive, effective program in environmental education. Its Department of Parks and Department of Recreation programs are complemented by the efforts of the Cincinnati Museum of Natural History, the Cincinnati Zoo, and the Cincinnati Nature Center. However, the programs of the recreation department and the parks department could be made more effective with the addition of more personnel, particularly in the parks department.

The parks department's environmental education program in Cincinnati should be expanded to include new outdoor education and environmental centers in areas like Fernbank Park, Caldwell Park, and Ault Park. The recreation department now conducts garden activities through the Green Thumb program and its garden centers. Because the Cincinnati area is deficient in children's garden activities, an effort should be made to expand services in this important aspect of outdoor education.

Major Deterrents to Maximizing Recreational Opportunisits. Neighborhoods in Cincinnati have city parks and playgrounds within reach of most people, either on foot or by automobile. However, some parks cannot be reached by walking either because of distance or because of the presence of man-made barriers, such as highways, streets, or railroads, which present a safety problem, particularly for young children. In addition, the topography of Cincinnati physically separates many of the neighborhoods in the city and tends to limit the extent to which residents of one neighborhood can use the parks in another. However, as discussions with neighborhoods indicate, some residents from one community will still drive to another to use swimming pools, tennis courts, or ball fields. This varies from neighborhood to neighborhood depending on the facilities available.

The majority of Cincinnati families are able to reach the outlying state parks and Hamilton County Park District regional parks as well as city parks on the outer edge of the city, such as French Park and Mount Airy Forest. However, there are families in Cincinnati who do not own or have access to an automobile. The percent of households not owning a car is 31 percent in the core city and 18 percent in the Cincinnati SMSA. For these persons, trips to places like Hueston Woods State Park, the Winton Woods Park District, and the new Caesar Creek and East Fork State Parks are not usually possible.

These persons can reach some distant city parks through use of the recently acquired Queen City Metro bus system. For $0.25 a rider can reach many near and distant destinations in the city. However, existing bus routes do not always pass near city parks or recreational areas. Some senior citizens are afraid to use buses. The city is working to increase scheduling. The Department of Parks has placed a list of routes in the yellow pages of the telephone directory to show how some city parks can be reached. There are reports that the city is struggling financially to maintain the bus system, although it received federal monies in excess of $4 million in 1976 through the Urban Mass Transportation Administration of the U.S. Department of Transportation. The city planning commission indicates that because urban mass transportation is so expensive, even with government subsidy assistance, no one wants to undertake its operation. There are no additional plans under consideration for providing additional mass transit to recreational areas in the near future.

As discussed earlier, there are other ways for various groups to reach city or outlying regional parks areas. The schools provide buses to transport children, churches and senior citizens' groups sponsor their own trips, the "Y" groups provide their own transportation to camping areas; special interest groups like the Boy Scouts, Girl Scouts, and others provide their own transportation, and underprivileged youths are transported to parks and athletic events through the use of LEAA funds.

Problems of a social or racial nature tend to affect the use of some parks and recreational areas. Residents of an all black or majority black neighborhood will seldom, if ever, use the facilities in an all white or majority white community. The reverse is also true. In so-called integrated communities where there is a minority of blacks, these persons might prefer to use the facilities of all black or majority black neighborhoods, even if it means driving some distance to get there. Discussions with the city recreation department and several neighborhood associations indicate that racial problems are particularly troublesome at swimming pools.

Children are sometimes discouraged from using city playgrounds or tot lots because older children who are there intimidate them. To help alleviate this situation, some neighborhood mothers have formed groups to take turns in supervising the activities at playgrounds.

A Cincinnati neighborhood, Camp Washington, represents an interesting case in social needs. This inner-city community of mostly poor white Appalachian residents expressed a desire to "do its own thing." Instead of having the Cincinnati recreation department or parks department provide recreational facilities, Camp Washington residents would prefer to have the city give them the money directly so they can build their own swimming pool, rehabilitate their community center, care for their ball fields, and operate their young adult club. Although none of the other neighborhoods analyzed expressed a similar wish, there are probably others with similar feelings.

Most parks and recreational areas in Cincinnati do not charge user fees. Fees are charged at the city's public golf courses. There is an annual membership fee at community recreational centers. Fees are charged for classes in arts and crafts presented by the city and the schools, and for facilities available at the playfield at Lunken Airport. General admission fees are charged at places like the city zoo, the Music Hall, and River Stadium for games of the Cincinnati Reds, Bengals, Royals, and the professional Cincinnati Stingers hockey team. The city YMCAs and YWCAs charge annual dues. However, as mentioned earlier, the "Y" charges a very minimal $1 annual fee for members from low-income families. Some poorer families would find it difficult to afford attendance at the city's professional sports events or a professional concert at the Music Hall. Fortunately, there are a great variety of programs sponsored by the city recreation department, the Community Youth Services Bureau, and various business organizations and others, so that it is possible for children, underprivileged youth, senior citizens, physically disabled, and mentally retarded persons to visit these places at reduced rates. However, these programs do not reach all persons deserving of financial assistance.

Although the city and private businesses sponsor various athletic leagues in baseball, softball, basketball, and tennis, members are sometimes required to pay part of the

cost of uniforms and equipment. For many this is not a major hindrance, but these charges can be beyond the financial capacity of some low-income families, so many persons are probably unable to participate in these programs.

As discussed previously, the city recreation department's arts and crafts mobile recreational program and the city parks department's environmental mobile recreational program are both effective and successful. An expansion of both programs would obviously make them even more effective. The parks department needs to buy or lease additional vans.

The Cincinnati recreation department's organized sports program is especially large in scope and successful in serving the needs of many organized adult and children's baseball and softball teams. However, because of the size of the program and the large number of city ball diamonds required for league contests and practice sessions, these fields are seldom, if ever, available during summer evenings for casual pickup games or unorganized play. During discussions with neighborhood association representatives, this situation was identified as a very real problem. There are strong neighborhood feelings against city scheduling of league games on neighborhood playfields, particularly since many of the players using neighborhood ball diamonds do not even live in Cincinnati, much less in the affected neighborhood. Many team players work in Cincinnati but live in the suburbs.

The city recreation department is aware of the problem and is trying to improve the situation by acquiring additional acreage in the city at which league play can be conducted. In the Cincinnati-Hamilton County portion of the Ohio SCORP following recommendation was made concerning this particular problem:

> The concept of regional fields development now practiced in Cincinnati should be enlarged to free local (neighborhood) facilities for casual pickup games and individual outdoor activities. The regional fields approach is designed to permit concentration of ball diamonds and similar facilities in special peripheral locations for organized team sports engaged in by people with a relatively high level of mobility.

It is not known to what extent vandalism and the lack of security restrict recreational activity in Cincinnati parks and recreational areas. Considerable damage has been done at some unfenced athletic fields, including broken lights and damage to automobiles.

The Department of Parks has its own police force of 30 officers and 2 civilians, the fourth largest police force in Hamilton County. The presence of this force undoubtedly prevents many enforcement problems that would otherwise occur, and officers are able to deal with most situations.

Both departments feel that most park users have respect for and pride in public property, so that damage tends to be limited. Both dipartments believe that design can preclude and has precluded the incidence of vandalism. Avoidance of structural temptations such as peaked roofs, low lights, and easily marked or damaged material has held vandalism to a minimum, and both agencies correct damage as quickly as possible so as not to encourage further vandalism.

The occasional presence of rowdy or unruly crowds or gangs does, of course, tend to discourage others from using parks or recreational areas. The parks department indicates that racial mixing at larger recreational parks does not discourage use, at least not so much as it does at smaller city parks.

Planning, Research, Education. *Planning.* The most recent master plan for the city of Cincinnati was completed in 1948. Since that time some sections of the plan have been updated. The city has never had a separate recreation master plan. The Cincinnati Public Recreation Study of 1967 has provided guidance to the city in its recreation planning efforts. This study was completed by the Group Work and Recreation Federation of the Community Health and Welfare Council, with financial support from the United Appeal. This study was an evaluation of the parks and recreation situation that made specific recommendations on what was needed for each neighborhood.

There are no plans to complete a separate recreation master plan for the city. The recreation plan will be included as part of the new coordinated city plan scheduled for completion in May 1978. According to the city parks board a parks, recreation, and open-space master plan is currently being prepared. Other existing recreation plans, including the Ohio SCORP, the OKI Open-Space Plan, the study of the Cincinnati Riverfront, the 1968 hillside study of Cincinnati, the Citizens' Task Force on Environmental Quality study, and others will be consulted and used for input into the recreation portion of the coordinated city plan. References to these various studies should provide a comprehensive input and their findings and recommendations are available to aid in decision making. The Cincinnati Bikeway Plan, completed by the city planning commission in October 1976, will be used in the transportation portion of the coordinated city plan and will therefore be a factor in influencing decision making.

The Community Assistance Division of the Community Development Administration in Cincinnati functions to help neighborhood associations in each of the city's 44 neighborhoods to identify their critical needs, including recreation. Each year team leaders of four Community Action Teams hold meetings with every neighborhood in each of the city's four quadrants to discuss and identify their priority needs. As a result of these meetings, specific recommendations on priorities are made by

the city to the city council. These recommendations help in allocating the city's annual apportionment of HUD's CDBG monies. As part of the cooperative effort with city neighborhoods, the Community Action Teams of the Community Assistance Division help each neighborhood to draw up comprehensive long-range community plans. Thus far 14 neighborhood plans have been completed. Pending completion of final neighborhood plans, short-range plans have been prepared for the city's remaining 30 neighborhoods.

The Community Assistance Division has noted that during the past few years the number of requests concerning the use of HUD CDBG monies for recreation has been nearly 50 percent of the total requests for all services (housing, health, sewage).

Because of the city's close working relationship with each Cincinnati neighborhood, the annual recreational needs and the longer-range recreation needs identified in the coordinated city plan should closely reflect the people's actual needs and desires. Besides the public input obtained through the Community Assistance Division's work with the neighborhoods, other information on user needs has come from a citizen organization called Friends of Cincinnati Park, Inc., which has conducted telephone surveys to determine user preferences and complaints. The city Department of Recreation has suggestion boxes at some of its areas for obtaining user feedback.

Neither the city planning commission, the city Department of Recreation, nor the city Department of Parks indicated a need for any type of planning assistance.

Research. Neither the city parks department nor the city recreation department conducts research; neither has the staff or funds to do so. The University of Cincinnati is conducting a study for the Institute on Governmental Research in measuring citizen alienation from city government. Parks and recreation will be one aspect of this study.

The city Department of Recreation believes research is needed on the engineering and design of facilities for the handicapped, and that there is a deficiency in current research on profits in concession operations.

The city Department of Parks utilizes current research information from the U.S. Department of Agriculture on the effects of users on plant materials. The department mentioned a need for technical assistance and/or research on the design of facilities for the handicapped.

A Cincinnati city councilman believes research is needed to determine the real role of recreation and to measure more accurately its importance to society, i.e., its effect on health, the incidence of crime, and the welfare of people. He feels research also should determine what people want in recreation. He sees this as a federal role.

From discussions with city recreation officials and neighborhood associations, there appears to be a need for research into the design of play equipment for children. Such research would require the input of recreation managing agencies and the young users themselves.

Education. As discussed earlier, the city Department of Parks and Department of Recreation provide arts and crafts programs and classes that reach children, adults, older persons, and the handicapped. In conjunction with the city Museum of Natural History, the Cincinnati Nature Center, and the Cincinnati Zoo, these public agencies also offer extensive educational programs in environmental education. The expansion of programs in both arts and crafts and environmental education, particularly with the addition of more personnel, would permit the city to serve more citizens.

Discussions with city officials and neighborhood association leaders indicate a need to more effectively inform some residents about city facilities and programs. Despite the availability of parks and recreation literature, news releases to radio and newspapers, and the inclusion of information in the telephone yellow pages, some people are apparently not being reached. Undoubtedly, this situation is also true of the United Appeal and other voluntary nonprofit organizations involved with recreation in the city.

HAMILTON, OHIO

Area Description

Location. Hamilton (18.27 square miles) sits on the bank of the Great Miami River in Butler County, south of Dayton and north of Cincinnati. Butler County contains both Hamilton and Middletown, and is the most northwesterly of the five counties making up Ohio's portion of the SCSA. Hamilton is undergoing increased industrialization and urbanization as people spill over toward it from Cincinnati and Dayton. This spillover of people and urbanization is aggravated because of the north-south direction of the freeways in the area.

Population Characteristics. The population of Hamilton is composed of several ethnic groups; two of the most prominent groups are the white Appalachians (mostly from Kentucky) and blacks (7.2 percent of the population). In the core city, 34.6 percent of the people are under 18 and 10.4 percent are over 65; 14.9 percent of households are below the poverty level. In Hamilton 16 percent of the households do not own cars, and 3.9 percent of the labor force is unemployed. The median income is $9,534. The mean income in Hamilton is $10,301. Jurisdictional population data for 1971-76 are listed in table B-10.

TABLE B-10

HAMILTON, OHIO POPULATION DATA, 1970-75

1970	67,895
1971	67,259
1972	66,951
1973	66,195
1974	70,000*
1975	66,469

*Estimate by Department of Budget, City of Hamilton.

Transportation is provided by the local city-owned bus company and by private automobiles. The bus system is designed to serve residential, business, and shopping areas, so it is relatively difficult to reach the parks by using it.

Hamilton has unused physical resources that could be adapted for recreational uses. Its greatest asset, the Great Miami River, has not been utilized to its full potential. The city is a net exporter of people in search of recreation. Hamiltonians commonly use county, state, and Middletown facilities in addition to their own.

Programs, Services, and Management Functions

According to Hamilton's Department of Parks and Recreation annual report for 1977, the major objective of the department is to extend the use of recreational facilities "to the greatest number of people to assure equal opportunity for all, maintain the facilities in the best possible condition and to make their use as safe, convenient, and pleasant as possible."

The city of Hamilton owns approximately 44 recreational areas, totaling 1,175 acres, which are managed by its Department of Parks and Recreation. These include four major picnic areas, four swimming pools, a sports/skating arena, a boating area, a canoe livery, two golf courses, a bird-wildlife sanctuary, and numerous neighborhood parks ranging from undeveloped green spaces to large ball diamonds and playground areas. The city also owns Booker T. Washington Community Center, which is operated by an independent staff and leases land to the Butler County Park District for its offices.

Programs sponsored by the department include the Little Fish Swim Program (free lessons to anyone), a 200-team softball league, a skating program (public, instructional, hockey, and special events including group rentals), supervised summer playground programs, a horseshoe tournament, a volleyball league, a summer teen night, free clinics to teach canoeing, basketball, tennis (sponsored jointly with the Hamilton

Tennis Association), and junior golf. The department has portable bleachers and a show wagon that it makes available at no cost on a reservation basis.

The department cooperates in making its facilities available to many groups. Little League and Babe Ruth teams use the ball diamonds, Miami University uses the skating arena for classes, the public schools use the pools for swimming classes, the Village Creative Lakes and Wedding Service concessionaire uses Twin Run Golf Course Club House, the Jayceettes organize classes on safety for preschool children in Safety Town at Powerhouse Park, and all facilities are available to groups upon request. The department provides technical assistance to neighborhoods in formulating park development plans and has a tree-planting and tree stump removal program to beautify the city's streets, parks, and curblawns.

Financial, Land Acquisition, and Management Authority

The city has taxing authority; it chooses to levy an income tax in lieu of exercising bonding authority. Attempts to pass special bond issues have been unsuccessful. The department's budget is part of the overall city budget, which is reviewed by the city manager and presented to the city council. The city can receive cash and land donations.

The city's extensive land acquisition and management authorities can be used by the parks and recreation department. Although the city has the power of eminent domain, it is reluctant to exercise it for fear of public criticism. The city can acquire less-than-fee interests and may exercise eminent domain to gain utility easements. Usually it agrees to restore properties to their original condition and to prohibit public use. The city can and does manage property outside of its municipal jurisdiction; an example of this is Joyce Park in neighboring Fairview Township. The department operates programs on noncity lands, such as schools or private company ball diamonds, and allows other public and private organizations to operate programs on its lands. The city can make capital improvements on lands that it does not own, such as school grounds, and it will make capital improvements on privately owned land if it obtains a lease. The city will also allow other agencies to make improvements on its lands if they are permanent improvements constructed at the other agencies' expense. The city will agree to service such facilities as long as they are open to the public. The city can act as lessee: it uses Miami Conservancy District properties on the Miami River. It can also act as lessor, as it does in leasing city property to the Butler County Park District.

The department utilizes the equipment and human resources of other city departments and enlists the help of volunteers whenever possible.

Parks and Recreation Financing

Relationship to Total Budget. The recreation budget has a relatively low priority (see table B-11) but not the lowest in the city budget. However, culture/entertainment is included with recreation, thus recreation's share of the budget is equal to or greater than administration, an uncommon occurrence in the jurisdictions

studied in this report. The recreation expenditures on a per capita basis (table B-12) have increased slowly but constantly from 8.56 to 15.81 in the 6 years shown. Environment/sanitation took a big jump in 1972 when tougher sewage emission standards became mandatory and in 1976 when a new sewage and water treatment plant was constructed. The transportation budget increased in 1974 and 1975 when the city government acquired the local bus company.

Hamilton's recreation income is derived from five main sources: general appropriations of local government, earmarked revenues from the local government, bonds, federal grants, and user charges (see table B-13).

Earmarked revenues are usually low because recreation has a low priority in the city's budget and the city prefers not to commit its funds to nonessential services in advance. Bond issues, which are unpopular with the voters and are often defeated, are an uncertain occasional source of revenue. CETA and revenue sharing make up the bulk of federal grants to Hamilton. Federal grants are used for both capital expenditures and staffing (see table B-14). Without federal money, equipment purchases and maintenance staffing would be impaired. User fees are relatively constant from year to year.

Priorities are adjusted to take advantage of whatever funds are available. The Comprehensive Employment and Training Act program is the mainstay of staff requirements, if it were discontinued, golf fees would increase, the summer playground program would be dropped, and overall maintenance would be cut back significantly.

Timing and Predictability. Hamilton's budget director felt the major problems with the timing and predictability of funding were with federal and general revenue funds. Every year the city is uncertain if general revenue funds will be adequate and if they will arrive in time to cover planned expenditures. Because CETA funding is renewed every 6 months, the uncertainty created affects the level of service in all recreational programming. Land and Water Conservation Fund grants are thought to be unpredictable and unscheduled. The city claims that after it turns in an application for LWCF monies it has no idea if or when the state will allocate funds. This also creates a great deal of uncertainty in the planning process. However, it may also be that the city government misunderstands the application process and the amount of time needed for approval of an application. For example, optimum time for receipt of LWCF is about 6 to 7 months.

The Department of Parks and Recreation's single largest expenditure is for personnel and its proportion is increasing, as is that of operations and maintenance, the second largest category of expenditures. Development fluctuates with the supply of money and opportunities for acquisition. Many of the administrative functions of the department are handled by other city departments, so the parks and recreation administrative budget is relatively small.

TABLE B-11

RELATIONSHIP OF RECREATION BUDGET TO TOTAL JURISDICTION BUDGET:
RECREATION BUDGET AS PERCENT OF TOTAL BUDGET
HAMILTON, OHIO

	1971	1972	1973	1974	1975	1976
Recreation	2.68	2.90	2.04	2.51	2.88	2.99
Health and Welfare	1.21	1.19	0.97	1.11	1.22	1.24
Police	8.54	8.44	7.52	7.43	8.99	9.03
Fire	8.09	7.87	7.01	7.50	6.88	7.15
Environment/ Sanitation	3.24	10.28	6.36	7.10	9.40	19.45
Administration	3.74	3.09	2.51	2.88	2.49	2.59
Transportation	4.35	4.24	4.53	7.35	10.77	4.71
Culture/ Entertainment	0.19	0.47	2.37	0.67	0.44	0.30
Utilities	66.02	59.42	55.98	55.58	51.19	47.77
Other	2.09	2.10	16.11	7.87	5.74	4.77
TOTAL	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

TABLE B-12

ANNUAL PER CAPITA EXPENDITURES FOR COMMUNITY SERVICES
HAMILTON, OHIO

	1971	1972	1973	1974	1975	1976
Recreation	8.56	9.54	11.43	11.76	14.59	15.81
Police	27.34	27.74	32.60	34.82	45.58	47.78
Health and Welfare	3.88	3.90	4.21	5.20	6.16	6.54
Fire	25.87	25.86	30.39	35.13	34.87	37.84
Sanitation and Environment	10.35	33.80	27.59	33.25	47.65	102.89
Administration	11.95	10.15	10.90	13.51	12.63	13.70
Transportation	13.92	13.93	19.64	34.45	54.61	24.89
Culture/ Entertainment	0.62	1.53	10.29	3.12	2.21	1.60
Utilities	211.24	195.29	242.70	260.42	259.45	252.69
Total	**313.73**	**321.74**	**389.75**	**431.66**	**477.75**	**503.74**

TABLE B-13

SOURCES OF INCOME AS A PERCENTAGE OF TOTAL RECREATION BUDGET
HAMILTON, OHIO

Sources of Agency Funds	1971	1972	1973	1974	1975	1976
General appropriations of local government	42	30	17	37	35	33
Earmarked revenues of local government	1	17	1	4	4	1
General obligation bonds	11	18	42			
User charges and fees	35	27	26	28	27	26
Federal grants	11	8	14	31	33	39
Philanthropy and donations (money or land)				0	1	1

169

TABLE B-14

PER CAPITA RECEIPT OF FEDERAL FUNDS USED FOR RECREATION
HAMILTON, OHIO

Federal Program	1971	1972	1973	1974	1975	1976	Monies Used For
LWCF	.31			4.84			1971 – golf course O&M 1974 – arena const.
CETA				.23	4.10	6.46	staff
Revenue Sharing			2.04	1.36	.93	.83	equipment acquisition
Work Study/Emergency Employment Program	.12	.96	1.14	.28	.07	.26	operations/staff
HUD Community Development					.84	.60	park const., playground equipment

TABLE B-15

RECREATION EXPENDITURES
DISTRIBUTION OF EXPENDITURES
HAMILTON, OHIO

Recreation Budget Breakdown	(By Fiscal Year) 1971	1972	1973	1974	1975	1976
Development	$167,456	$126,141	$ 761,158	$ 236,913	$ 115,280	$ 71,204
Operations and Maintenance	155,007	198,703	234,958	300,035	397,761	391,945
Administration	1,732	1,053	12,335	5,117	4,721	24,981
Personnel	314,200	448,234	511,706	499,899	658,040	730,825
Total	**$638,395**	**$774,131**	**$1,520,157**	**$1,041,964**	**$1,175,802**	**$1,218,955**

Adequacy and Effectiveness of Federal Funding. Hamilton's major concerns with existing federal programs are that program objectives do not fit jurisdictional needs and are not flexible enough, and that city officials believe funds should be provided directly to cities. Hamilton feels that medium-sized cities are at a competitive disadvantage with state or county attempts to balance urban versus rural needs and with the tendency to direct the bulk of funds into dramatically poor, underprivileged areas. Hamilton officials believe that people are more inclined to communicate with local government, therefore their interests should be directly represented by local government in obtaining federal funds.

An example of unadaptable program objectives is the Sports Arena skating rink. LWCF funding for the facility requires that the facility be an "outdoor" one, which means it must be open on three sides. This limits major use to only a few months, during which time temperature extremes may occasionally render the facility unusable. Until the city can devise a popular use for the facility during most of the year, the arena will not be self-sustaining. It represents a year-round maintenance burden.

Temporary specific purpose grants seem to inflate local budgets artifically so that grant termination forces the city to drop a worthwhile program or find some way to reallocate city funds by reducing all programs. An example of this is the LEAA-funded Police Neighborhood Action Coordinating Program, which, as a secondary project, has provided transportation for children on various recreation-related field trips. Funding has been phased out from 100 percent to 50 percent over 4 years and was

terminated April 30, 1977. The program now will have to be reduced to half of its former volume, if the city can sustain it at all.

Hamilton officials believe that if funds were provided directly to the cities, the problem of their arriving too late to serve their intended purpose could be avoided. For example, summer Recreation Support Program funds from Community Services Administration come late in the summer when most programs either have died for lack of starter funds or are coming to a seasonal end.

The city has tried to keep federal funds out of essential expenditures, because of the difficulty of rechanneling local funds back into programs once federal funding ceases, but this is becoming increasingly difficult. For example, the city hoped to avoid using revenue-sharing funds for employee wages, but has begun using them for fringe benefits.

The city believes the general revenue-sharing concept suits local priorities more effectively. When asked what sort of federal funding for recreation would best serve the city's needs, administrators suggested a guaranteed $100,000 per year with minimal reporting requirements. They said this would be used for maintenance of existing programs (20 percent), acquisition, rehabilitation of old facilities, and new programs. Restrictions on use of funds should include a minimal number of broad parameters, and audit regulations should not make the audit the impossible experience it is now considered. Hamilton officials believe most city governments are honest enough to handle this; any agencies tending toward dishonesty are probably already cheating within the present system.

Areas of Critical Expenditure Deficiencies. The areas of critical expenditure deficiency are development of new programs and maintenance. As year-round recreation becomes more popular and money and lands for acquisition become scarce, continuous use of existing facilities will be necessary to satisfy the demand. Unfortunately, monies for new programs are nonexistent in Hamilton, especially because funds for operations and maintenance of existing facilities are inadequate. More operations and maintenance funds are essential to prevent deterioration of Hamilton's parks. Full use of the facilities by new and augmented programs is also necessary.

Alternatives to Increased Funding. The city of Hamilton admits in its current budget message that the city is now almost totally dependent upon federal programs for recreational services, especially acquisition and equipment purchases. Operations and maintenance will be a critical future need. Increased demands for city services face a dwindling tax base and the approach of the legal limit of taxation. The city feels fortunate to be able to maintain its existing programs, which are already run with help from many volunteers, when it sees many other cities failing even to continue their previous level of service. The answer to the cities' plight relative to federal

funding may not rest so much in increased funding for individual programs as in consolidation and standardization. As long as cities are supporting most services with federal funds, it would seem more efficient to apply for one grant to serve a multitude of purposes. The Community Development Block Grant Program represents a step toward such a concept.

Administrative/Organizational Data

Jurisdictional Perspective. Regional parks serving the Hamilton area include Hueston Woods State Park, about 20 miles to the northwest, Butler County Park District properties scattered throughout the county, Camp Campbell Gard, owned by the Hamilton YMCA, and W.W. Sebald Park, under the jurisdiction of the city of Middletown. In addition to the Hamilton softball program, which attracts urban, suburban, and rural participants, the only city-owned facilities considered to serve regional needs are Twin Run Golf Course, which hosts the county championship, and Joyce Park, in the city of Fairfield.

Although Hamilton bears the full responsibility for all of its parks, it sees no role for the federal government beyond funding assistance, no role for the state beyond submission of city applications for federal funds, and no role for the county within the city. While there is some public feeling that Fairfield taxpayers should have to share the burden of Joyce Park, Hamilton officials believe general cooperation is adequate between the two municipalities; Fairfield provides ambulances for emergencies. Park users do not seem to have any preferences concerning park management, as long as it is accomplished. There is a general belief that agencies with greater financial resources can provide more services.

Some users feel that county parks have little to offer, while others are enthusiastic about county parks. Because the Butler County Park District was created to preserve and restore natural areas, the development of facilities in conflict with the natural concept is precluded. Existing developments are often in disrepair because staff is inadequate to keep up with vandalism and wear.

Commercial Recreation Roles. The only area of potential competition between the city and private commercial enterprise might be roller-skating. Because winter outdoor use of the sports arena for ice-skating has not been adequate to sustain the facility financially, the city is promoting summer roller-skating, for which it is drawing some criticism from private operators. Hamilton tries to minimize competition by not undercutting the private price structure. With hindsight, the city wonders if the sports arena should have been designed for private operation. However, the city still believes it can offer ice-skating more economically to more people.

Cooperative Opportunities with Private Nonprofit Groups. Hamilton's financial situation restricts its parks and recreation department from involving itself in

recreational services offered through private nonprofit agencies. Although such agencies think the city should provide more programs for special groups, the city feels it contributes adequately by making its facilities available for programs of private nonprofit groups and other public bodies. For example, the public schools use city pools for swimming classes, Miami University uses the sports arena for skating classes, and any United Appeal agency may reserve facilities.

Multiple Use of Other Public Facilities. The city makes use of other public facilities to extend its recreational programs. Extensive cooperation exists with the public schools for use of all gymnasiums every weeknight for anyone interested in playing basketball. The city also uses school courts and ball diamonds for its tennis clinic and softball programs. The summer playground program uses several school playgrounds as focal points for supervised activities. Although informal arrangements for sharing facilities with the Miami University branch are now weighted in favor of the university, the university's plans to expand its recreational facilities would benefit the city.

At least one school principal and a growing number of residents believe for a number of reasons that schools should perform a dual school/community center function. It seems a waste of resources and a duplication of effort for such facilities as the Boys' Clubs to open when the schools close at the end of the school day. One of the problems with this concept is that availability of schools for public use often depends upon volunteers to supervise activities. Schools are unavailable for use during the entire summer, but must be maintained year-round, and since it is virtually impossible now to acquire open space in Hamilton, the surplus space of many schools could ideally accommodate the development of recreational facilities.

There are several policies, however, preventing this maximum use of school properties. At the local level, school board officials fear vandalism if residents use the schools. At the state level, state law discourages the city from investing federal grant monies on school properties by requiring that all agreements to use school properties for nonschool purposes contain a reverter clause that immediately returns all properties to school control should the school require the land for its own purposes. This effectively bars the use of LWCF monies on school lands because every investment carries the potential for violation of Section 6(f) of the LWCF Act, which requires use of LWCF assistance properties for recreation in perpetuity, or for the life of the recreational facility. The state law also discourages the city from making significant investments of other federal funds such as Community Development Block Grants because all developments on school property fall under school control.

While it is apparent that the city has had some influence on school policies by gaining use of school facilities for tennis, softball, and supervised playground programs, there has been no organized effort to modify state law.

Coordination of Federal Agencies and Programs Affecting Recreation. Hamilton seems to suffer from inadequate information about federal agency roles and available programs. Each department is supposed to keep up with current programs affecting its functions, but this does not always happen. Although there is no coordinator who keeps informed on all government grants programs, the city is setting up a separate management and budget division in its administration.

Federal, State, and County Ability to Coordinate Acquisition and Development Across Political Boundaries. The city of Hamilton has acquired parks in Fairfield Township, a rural township outside the city.

Agency Staffing

Because of Hamilton's financial situation, there is no real competition for functions or expanded responsibilities within the government. The nine departmental divisions may compete for their shares of the city budget, but all divisions recognize each other's limitations and cooperate to share material and human resources. Finances similarly limit competition among various agencies. The city puts minimal resources into nonessential functions or those handled by someone else.

Because some city officials are decidedly against regional government, there are no efforts to create a special purpose parks or recreation agency to improve coordination.

The scarcity of acquisition funds at the city and county levels suggests that more coordination should occur between recreation personnel to make recreational offerings complementary and to preclude long-range duplication of efforts.

Total city and community involvement is vital to operation of all programs. The parks and recreation department's full-time permanent staff as of March 1, 1976, was 21, distributed as follows: 3 professionals, 1 secretary, and 17 maintenance workers. Part-time and seasonal employment in 1976 added 172 more people as follows: 2 professionals, 5 secretaries, 85 maintenance workers, and 80 aides. The department has no personnel assigned exclusively to planning and research. All staff members cooperate when needs arise; the department also utilizes the staff of the city planning department.

The department seems to make effective use of all available personnel to operate its programs. The Little Fish swim program, an 8-week program held at the four municipal pools, has no cost, age, or residence restrictions. Pool personnel who are certified senior lifeguards and about 50 volunteers provide instruction. The softball program is made successful by the department's organization efforts and its maintenance staff, who keep ball diamonds in excellent condition. The sports arena instructional skating program is handled by six instructors whose salary costs must be covered by the students

enrolled. The 8-week summer supervised playground program is run by two city-paid supervisors and about 18 CETA-paid playground leaders.

The city provides free bus service to special activities; the Hamilton Police Division Neighborhood Action Coordinating Program has furnished transportation for various field trips outside the city. Although city staff organizes the 3-day horseshoe tournaments, Fort Hamilton Horseshoe Club members help maintain the courts and control the lights for evening play throughout the season. Parks and recreation department personnel organize the volleyball league and provide referees for games.

Volunteer officers from the Neighborhood Action Coordinating Program and the Crime Prevention Bureau chaperone a summer teen night. A free canoe clinic is offered through the city by the Ohio Division of Water Craft. Volunteers direct the basketball clinic sponsored by the department. The tennis clinic is sponsored in cooperation with the Hamilton Tennis Association; two full-time instructor positions were funded by the city and one full-time and one part-time teacher were provided by the tennis association through the United Appeal. Balls were donated by the tennis association and a videotape machine was lent to the department by the Beckett Paper Company. The 3-week junior golf clinic was run by two volunteer instructors on city golf courses. The parks and recreation maintenance staff must take care of all 44 city recreational areas. The department said its program needs are generally met through the help of regular staff and volunteers, but notes that salaries for regular staff are becoming increasingly dependent upon federal manpower programs such as CETA and the college work/study program.

Hamilton officials are satisfied that enough qualified recreation and planning people exist locally to fill the limited number of professional and summer part-time program positions. Some believe that recruiting and training of the summer playground supervisors (usually high school or college students) should be upgraded to ensure employment of people with enthusiasm, interest, and maturity.

Training opportunities for professionals are limited primarily to productivity and management seminars. The city allows employees time to attend lectures and encourages professionals to take college classes on their own time and expense. The city cannot afford to pay tuition costs or even offer salary incentives for additional education. It has agreements with Marion College and with Miami University at Oxford for work-study opportunities for lower-income college students. As many as 25 may work during the summer and about 4 throughout the rest of the year.

User Considerations

Programs Offered. In addition to the recreation department's facilities and programs that were discussed earlier, there are many other agencies in Hamilton offering recreational opportunities. Indoor recreational center activities are provided

by three branches of the YMCA, the YWCA, two Boys' Clubs (which also serve girls), Senior Citizens, Inc., and to a lesser extent by public schools and the Salvation Army. Both Boy Scout and Girl Scout troops offer indoor and outdoor activities. Private entrepreneurs offer additional skating, tennis, and golf as well as hunting, fishing, camping, and swimming opportunities. Other entities sponsor special events throughout the year such as the 2- to 4-week Fort Hamilton Days sponsored by the *Journal News*. Also offered are concerts, races, games, and the Oktoberfest, sponsored by the German-American Society. The Antique Car Parade is sponsored by a private group, and there are flea markets throughout the summer.

Program Success/Failure. Hamilton's overall recreational program may meet as diverse a set of demands with as diverse a set of offerings as any city of its size. Success of programs seems to be due largely to the city's ability to make the best use of all available resources. Even though the budget is tight and projected to decrease, Hamilton prides itself on not owning much more than it can handle and on sharing city resources to work for the total community welfare. Extensive use of volunteers provides a mainstay for many programs offered both by the city and by quasi-public and private entities. Program failure in some areas has often been attributed to the inability of leadership to inspire the community support necessary to generate personal contributions of time or other resources. Perhaps Hamilton is of the proper size to contain adequate resources to achieve ends on a personal level. Indeed, the areas of the city where opportunities are fewest are also areas alienated within themselves and with respect to the rest of the community. Program failures most often result from lack of outreach.

Special Group Programs. The effect of outreach can be very clearly demonstrated in the availability of programs for the handicapped and elderly. The needs of the elderly in Hamilton are served primarily by Booker T. Washington Community Center and Senior Citizens, Inc. Activities at BTW are primarily limited to the federal lunch program and sessions of song and prayer. Little effort has been made to organize other activities, on the assumption that the seniors are not interested in anything else because they have not requested it. Perhaps a program of experimental activities would draw out latent interests.

On the other side of town, Senior Citizens, Inc. has a vigorous program, with a history of dedicated leadership toward the single goal of serving the needs of senior citizens. Senior Citizens, Inc. has a large historic building providing rooms for a full range of indoor activities from cards, crafts, billiards, and dining to exercise classes, dancing, orchestra concerts, and special programs. Outside activities include golf, bowling, fishing, rummage sales, movies, and field trips of varying lengths. Despite the differences in program offerings, both BTW and Senior Citizens, Inc. are well-attended. Attendance may be due partially to the availability of transportation in the form of center vans, the public bus system, and volunteers.

Hamilton offers virtually no recreation for handicapped adults. Limited programs for handicapped children are conducted by private (United Way) charitable organizations. The Butler County Easter Seal Society for Crippled Children and Adults offers only a summer swimming program conducted by a volunteer Red Cross instructor in her own private pool at home. The society also offers a 2-week summer day camp program, which it hopes to expand to an outdoor overnight camping experience this summer. All leadership and staff for this will be volunteer. Previous years saw the society offering adult crafts programs, but these have ended for lack of volunteers to provide leadership. Transportation is a problem in all programs. The city is full of architectural barriers, and there is no public transportation available. (ARK gives preference to the elderly.)

The United Cerebral Palsy (UCP) agency is currently in a state of limbo. UCP formerly managed a preschool children's program, which included 6 weeks of summer day camp. There was also a weekly or monthly social program for adults too seriously handicapped to get into the Goodwill Industries program. This ended for want of personnel to deal with adults. In the fall of 1976, UCP and Easter Seals combined their efforts to provide the Early Childhood Development Center, which has a classroom program everyday throughout the summer and may also have day camp activities. The only ongoing recreational activity for handicapped adults is weekly bowling, which grew out of a UCP activity but is now carried on through the sole efforts of a woman volunteer.

The United Way is conducting a survey of the needs of handicapped adults in Butler County to find out how many people need service and to determine who should provide the needed service. The survey is expected to be completed by the fall of 1977 and should result in formation of new programs. UCP plans to administer an adult recreational program through its own staff or other agencies.

Relationship between Public and Private Providers. United Way agencies believe Hamilton is deficient in social services and think this may be attributed to lack of effort by both public and private concerns. Although the city expresses willingness to help private entities serving special groups needs, it does so only on request. There is no outreach to United Way agencies, and little communication. There is little community pressure for expanded special services, but even if demand increased, city financial limitation might preclude significant response. It is hoped that recent election of a wheelchair-bound councilman will help call attention to the needs of the handicapped.

Arts and Crafts; Performing Arts. Hamilton officials believe that arts and crafts, including the performing arts, are gaining significance in the city. Individual constructive crafts are available through the "Y," Booker T. Washington Community Center, Girl Scouts and Boy Scouts, Boys' Clubs, private craft shops, Hamilton Schools adult education, and Senior Citizens, Inc.

City residents have varied ethnic backgrounds, with strong influence from Kentucky. The "Kentucky bruns," or "O-Tucks," as they are called, retain deep roots and family ties in Kentucky, visiting regularly and transferring much of their recreational demand to that state. They have organized folk art productions and would be in favor of a museum.

Citywide interest in music and drama is growing, but officials believe it will take time before the majority of the city population is interested in the classical performing arts. Less affluent neighborhoods limit their patronage to school plays and concerts, while the more affluent patronize civic theater productions and Miami University plays and concerts, or travel to Cincinnati for cultural events. Many believe that Cincinnati satisfies the demand for cultural activities that a city of Hamilton's size simply cannot offer. School teachers arrange class field trips to Cincinnati to expose less affluent children to cultural events.

There is no Hamilton civic auditorium. Various available public facilities are considered adequate to handle community events. The Hamilton recreation department mobile (tractor-trailer) show wagon with stage and speakers is available to any group that wants to use it. Various types of shows are held at 40 to 50 locations each year.

Environmental Education Programs. Environmental education is provided mainly by two programs for children. The Hamilton city schools own the 28-acre Cliffview Area where a school teacher/naturalist provides environmental education 5 days a week (at Cliffview or in classrooms) for school groups and conducts special programs on request for other groups such as the garden club. The area is also used for Boy Scout activities. Although there are no formal interpretive programs available for adults, the 1.5 miles of nature trails have signs and are open to anyone at all times. City administrators believe the one center meets all needs in the community for environmental education. Several city parks also have informal nature trails.

A growing focal point for environmental education in the greater southwestern Ohio area, located a few miles northeast of Hamilton, Ohio, is the YMCA Camp Campbell Gard. The camp maintains four full-time naturalists who provide an environmental education program almost exclusively to schools, mainly from Butler County. A few school districts have incorporated the program into their sixth-grade curricula, with 50 percent of the cost subsidized by Camp Campbell Gard. The camp received a sizable endowment, the principal of which remains untouched. The interest supports 40 percent of the camp's yearly budget, with the remainder of its funds coming from fees. Its naturalists also take programs into poorer neighborhood schools during the winter.

Environmental education for adults is virtually nonexistent within the city and there are no adult evening environmental education courses through the Hamilton Schools or Miami University.

CONTENTS

FOREWORD / ix **1/A11**

INTRODUCTION / 1 **1/A13**

MAJOR FINDINGS

SUMMARY / 7 **1/B5**

MAJOR FINDINGS AND ALTERNATIVE SOLUTIONS / 9 **1/B7**
Financial Issues / 9 **1/B7**
Facilities and Staffing Issues / 15 **1/B13**
Programming and Usage Issues / 21 **1/C5**

THE STUDY

ADMINISTRATION AND ORGANIZATION / 29 **1/C13**
Federal, State, County, and City Responsibilities / 29 **1/C13**
Commercial Recreation Roles / 30 **1/C14**
Opportunities for Cooperation / 30 **1/C14**
Recreational Programming Coordination / 32 **1/D2**
Personnel / 34 **1/D4**

PARKS AND RECREATION FINANCING / 35 **1/D5**
Budget Comparisons / 35 **1/D5**
Recreation Income / 39 **1/D9**
Recreation Expenditures / 49 **1/E5**

USER CONSIDERATIONS / 53 **1/E9**
Recreational Program Opportunities / 53 **1/E9**
User Desires / 57 **1/E13**

EXISTING RECREATIONAL RESOURCES AND ADEQUACY / 60 **1/F2**
Recreational Resources / 60 **1/F2**
Adequacy of Recreational Resources / 65 **1/F7**

PLANNED AND POTENTIAL EXPANSION / 70 **1/F12**
Planned Expansion / 70 **1/F12**
Influences on Planning / 70 **1/F12**
Perceived Needs / 78 **1/G6**
Plans for Expansion and Development / 88 **2/A7**
Costs and Scheduling / 102 **2/B7**
Open-Space Mechanisms / 104 **2/B9**
Potential Expansion / 106
Summary of Potential Facilities / 106 **2/B11**
Descriptions of Potential Sites / 108 **2/B13**

APPENDIXES/BIBLIOGRAPHY

APPENDIX A: AREA DESCRIPTION / 119 **2/C10**

APPENDIX B: JURISDICTIONAL ANALYSES / 128 **2/D5**
Cincinnati, Ohio / 128 **2/D5**
Hamilton, Ohio / 164 **2/F12**
Newport, Kentucky / 183 **3/A9**
Colerain Township, Ohio / 195 **3/B7**

APPENDIX C: COMMENTS OF STATE AND LOCAL OFFICIALS AND THE PUBLIC / 210 **3/C8**

APPENDIX D: LIST OF AGENCIES AND INTERESTS CONSULTED / 263 **3/G5**

BIBLIOGRAPHY / 269 **3/G11**

TABLES

1 SCSA Composition / 3 **1/B1**

2 Recreation As a Percent of Total Jurisdiction Budget / 36 **1/D6**

3 Annual Per Capita Expenditures for Recreation / 36 **1/D6**

4 Sources of Income – 1976 / 37 **1/D7**

5 Total Per Capita Receipt of Federal Recreation Assistance / 38 **1/D8**

6 Federal Percentage of Total Recreation Budget / 39 **1/D9**

7 Land and Water Conservation Funds Allocated to SCSA Counties in Ohio and Kentucky As of April 30, 1977 / 42 **1/D12**

8 Distribution of LWCF Grants / 43 **1/D13**

9 Comparison of Land and Water Conservation Funds Allocated to SCSA Counties for Acquisition and Development / 44 **1/D14**

10 Average Percentage Distribution of Total Budget Expenditures 1971-1976 / 50 **1/E6**

11 1973 Acreage of Public Open Space / 62 **1/F4**

12 1973 Acreage of Private Open Space / 63 **1/F5**

13 Required Regional Park Acreage / 80 **1/G8**

14 The Need for Local Public Park Acreage / 81 **1/G9**

15 Population Growth in Comparison to Farmland / 88 **2/A7**

16 Criteria for Site Selection of Regional Parks Required in SCSA / 90 **2/A9**

17 NKAPC Recreation/Open Space Criteria / 91 **2/A10**

18 Existing and Proposed Land Uses for Ohio Riverfront, City of Cincinnati / 95 **2/A14**

19 Estimated Acquisition Costs for Required Acreage – 1990, for Regional and Local Parks / 103 **2/B8**

20 Site Significance Determination / 115 **2/C6**

ILLUSTRATIONS

Study Area / 4 **1/B2**

Proposed and Existing Parks and Recreation Areas / 67 **2/F9**

Case Studies / 107 **2/B12**

ABBREVIATIONS

BCPD –	Butler County Park District
BOR –	Bureau of Outdoor Recreation (U.S. Department of the Interior)
CDBG –	Community Development Block Grants (administered by U.S. Department of Housing and Urban Development)
CDUD –	Cincinnati Department of Urban Development
CETA –	Comprehensive Employment and Training Act (1973) (administered by U.S. Department of Labor)
COE –	Corps of Engineers (also "The Corps") (U.S. Department of the Army)
DNR –	Department of Natural Resources (State of Ohio)
EDA –	Economic Development Administration (U.S. Department of Commerce)
EEO –	Equal Employment Opportunity
HCPD –	Hamilton County Park District
HCRPC –	Hamilton County Regional Planning Commission
HEW –	U.S. Department of Health, Education and Welfare
HUD –	U.S. Department of Housing and Urban Development
LEAA –	Law Enforcement Assistance Administration (U.S. Department of Justice)
LMAG –	Land Management Assistance Guide (a document being developed by the state of Ohio)
LMI –	Little Miami, Inc. (a nonprofit citizens' organization formed in 1967 to work for the protection of natural resources along the Little Miami River)
LWCF –	Land and Water Conservation Fund (administered by the Bureau of Outdoor Recreation, U.S. Department of the Interior)
NKAPC –	Northern Kentucky Area Planning Commission
NYC –	Neighborhood Youth Corps (U.S. Department of Labor)
OEO –	Office for Equal Opportunity
OKI –	Ohio-Kentucky-Indiana Regional Council of Governments (formerly Ohio-Kentucky-Indiana Regional Planning Authority)
RSVP –	Retired Senior Volunteer Program (administered by ACTION)
SCORP –	State Comprehensive Outdoor Recreation Plan
SCS –	Soil Conservation Service (U.S. Department of Agriculture)
SCSA –	Standard Consolidated Statistical Area
SMSA –	Standard Metropolitan Statistical Area
UMTA –	Urban Mass Transportation Administration (U.S. Department of Transportation)

Major Deterrents to Maximum Recreational Opportunities

As mentioned earlier and documented in the Ohio SCORP, for a city of its size Hamilton's recreation is diverse not only in the demands it meets, but in its offerings. The city believes it has a fairly good distribution of lands and services and is concentrating new acquisition and developments in areas with the greatest need. A map of recreation areas affirms this and shows that most residents should have reasonable access to indoor centers as well as to outdoor play and picnic facilities. In reality, however, residents believe that geographic proximity does not guarantee ready access or full use.

The major deterrent to maximizing recreational opportunity seems to be lack of information. This is not only ignorance of facility and program availability, but also lack of sure knowledge that all users will be welcome at all facilities. Residents may be reluctant to use facilities closest to them for fear of racial or social discrimination but may lack financial resources or transportation to reach other facilities. Because this is a complex social problem beyond the scope of this recreational analysis, solutions are difficult to propose. While it seems that a massive advertising and outreach campaign through schools, all news media, and the mail might succeed in reaching everyone, there is no way to guarantee response. It is also possible that available facilities are not adequate to meet an increased demand.

Attitudes about transportation and mobility differ between city officials and neighborhood residents. While officials believe anyone with a bike, a car, or bus fare should be able to reach any city facility, residents express concern over the hazards of bicycling on heavily traveled roads, the unavailability of cars, or the inconvenience of buses. The most successful public transportation system seems to be the ARK van system, which transports senior citizens door-to-door. The city has recently taken over the bus system and is still in the throes of assuming management and scheduling; fund limitations prevent thorough service. The city does not consider the mobility issue serious enough to warrant a mobile recreational program and would not have funds for it in any case.

Analysis of Hamilton revealed only two indications that vandalism or lack of security was responsible for restricting recreational activities. Wayne Park had become a hangout for undesirables who mistreated whatever facilities were left and directly or indirectly discouraged residents from using the park. The city asked neighbors what could be developed in the park to attract their use, and children were asked what sort of play equipment they wanted. The park was then geared toward toddlers and young children. This conversion discouraged use by undesirables. The improved park has enjoyed great success.

The second example of lack of security concerns the Booker T. Washington Community Center. The director admits that the center is underused, with 80 percent of the users coming from within 1 mile. The center is unable to attract more users from other

areas partly because the neighborhood has a reputation for pilferage, especially at night. Perhaps the city could help this area as it has helped other trouble spots: the city police officers cooperate by periodically parking their cars near trouble areas while they fill out reports and call the station. The occasional, unpredictable presence of a squad car has ended problems in some areas.

Planning, Research, Education

Planning. A recreation master plan, completed in 1964, is now considered obsolete and has little influence on decision making. Although the city believes an updated plan is needed, it can afford neither the manpower to do it in house nor the cost of a consultant. Officials believe the current recreational program generally reflects the intent of the 1964 plan; the greatest obstacle to plan implementation is funding. Because the city feels fortunate just to maintain existing functions, current planning efforts are usually short-range. Priorities for recreation acquisition and development are in line with community development considerations and attempts are made to provide recreation where the need is greatest. The city has recently contracted to use CDBG funds for an economic development study to analyze programs, identify weaknesses, and make recommendations.

Officials try to solicit and evaluate broad citizen participation in yearly planning by operating a "bitch bus" to hear citizen complaints and suggestions. The Hamilton *Journal News* cooperates by publishing a questionnaire to solicit citizen ideas on priorities; the most recent survey ranked recreation eighth, below such things as housing rehabilitation, loans, grants, and downtown revitalization. Miami University students conduct surveys with advice from city departments as to survey content. Neighborhood associations involved in the Community Development Block Grant program are in direct contact with city planning officials, but one non-CDBG neighborhood leader expressed frustration over attempts to get the city to respond to his neighborhood's needs. Residents are free to petition the government and, although this can be a lengthy process, the city tries to be responsive.

Hamilton elects seven councilmen every 2 years; the candidate with the most votes becomes mayor. The mayor appoints a city manager who appoints a department director and a secretary. Other city officials and employees are under civil service. The council sets policy, which is carried out by the city manager. The 11 members of a parks and recreation commission, which exists as a citizens' advisory group, are appointed by the recreation director after their recommendations are reviewed by the city manager.

City officials believe the recreation commission represents a good community cross section of interests and occupations. Its role is to review and improve recreational programs and projects and provide advice to the recreation department. Monthly recreation commission meetings have irregular attendance, though everyone tries to attend a meeting sometime during the year. City council, which has no direct contact

with the commission, is provided with minutes from the meetings. It is interesting to note that at least two neighborhood leaders were unaware of the existence of the recreation commission. Citizen demands usually go straight to councilmen rather than to the recreation department and its advisory commission. A teen commission also exists, but its role seems low-key and limited to summer programs.

With specific respect to recreation and open space, plannning is usually done jointly by the recreation and planning departments. Recently these groups have solicited direct citizen input regarding park redevelopment and new facilities in several city parks. Response was beneficial because the parks immediately became popular and well-used.

In addition to needing resources to do a long-range plan and additional resources to try to implement it, the city feels it needs more effective contact with the true grass roots of the community. The city has formed a steering committee that will establish a community forum to enhance citywide coordination of all programs and functions, to reduce competition for power and resources, and to unify community efforts. The forum will have broad representation from clubs, civic associations, and quasi-public and private organizations. It will work through committees.

Research. Hamilton believes its most critical research need is in economic development, as evidenced by the recent contract for an economic development study. Recreation research is conducted case by case, with no comprehensive effort or expenditure. Planning and recreation officials feel free to call other planning agencies and individuals for information, but make little use of current research. Hamilton officials have little enough time to maintain and provide the existing wide range of city programs, without taking additional time for current research. There is no accessible and convenient way for them to learn about available research that might be useful to them.

Education. As discussed earlier, the main opportunity for environmental education in Hamilton is the Cliffview program offered to children through the public school system and various day-camp programs. Environmental education for adults is virtually nonexistent within the city.

Similarly, there is no city program to teach constructive use of leisure time and proper use of parks. The underuse of some facilities and the incidence of vandalism attest to the need for such programs. The city does a tremendous job of providing opportunities for people to learn new skills through the various clinics mentioned earlier.

A current problem for all recreation entities, both public and private, is the job of informing residents of facilities and programs. The city provides news releases

to news media and circulates flyers throughout the schools, but realizes it is failing to reach or inspire many people. Officials are at a loss to know how to reach nonrespondent citizens. Interviews with neighborhood leaders revealed the need for more efforts to inform the public of the city park system and also of programs offered by the YM-YWCA, Boys' Clubs, Booker T. Washington Community Center, Girl Scouts, and Boy Scouts.

NEWPORT, KENTUCKY

Area Description

Location. Newport is at the extreme northern end of Campbell County, Kentucky. The city's jurisdictional boundaries extend from the Ohio River on the north to the city of Southgate on the south, and from the Licking River on the west to an irregular border with the city of Bellevue (approximately the line of I-471) on the east. The city encompasses approximately 3.2 square miles.

Campbell County is the easternmost of the three counties that make up Kentucky's portion of the Cincinnati-Hamilton SCSA. Newport is the oldest, poorest, and most heavily urbanized area of the county. Cincinnati lies directly north across the Ohio River and is connected to Newport by three bridges. In many ways Newport can be viewed as a working class adjunct of Cincinnati. A large part of Newport's economy is based on supplying low-cost labor to Ohio. The city's principal industries are Interlake Steel Corporation and the Wiedemann Brewery.

Along with Covington and Cincinnati, Newport makes up the central city or urban core of the SCSA. South of Newport, in Campbell County, is a semicircle of middle-class suburbs. The southernmost third of the county is rural, composed mostly of farms.

Newport has potentials for recreation that it is not using. Two of its boundaries are rivers. No public facilities for active recreation have been developed along the rivers, although there are private docks. Parks (for passive recreation) border the rivers.

Steep undeveloped hillsides are common in south Newport. Most people who can afford to leave Newport for recreation do so, because there are few recreational facilities in the city and those that do exist are in disrepair. Thus, Newport's citizens place a burden on the recreational facilities of other communities.

Current land use is principally for industry and residences. New interstate highways have obliterated much of Newport's open-space recreational lands in the past 10 years. In the future land use will include more multifamily residential development as the city strives to revitalize the blighted urban core area. A Community Development

Block Grant has already been used to redevelop a two-block area, and some small-scale industrial development is anticipated in the West Side neighborhood.

Population Characteristics. The population of Newport is steadily declining as people (especially young people) leave to seek opportunities elsewhere (see table B-16).

TABLE B-16

POPULATION OF NEWPORT, KENTUCKY

1970	25,998
1971	25,321*
1972	24,644*
1973	23,968
1974	23,287
1975	22,606

*Extrapolated figure. All other figures are from U.S. Census Bureau.

Only 3.1 percent of Newport's total population is black, but this group is concentrated in the two economically poorest census tracts, in which blacks make up 13.5 percent and 10.3 percent, respectively, of the population. White Appalachians also are a large segment of the population. Thirty-six percent of the people are under age 18 and 11.8 percent are over 65.

Income levels in Newport are the lowest of any of the five jurisdictions analyzed; the median income is $7,686 per annum, and the mean is $8,265 per annum. As a reflection of this, an average of 34.0 percent of Newport's households have no cars, and 6.17 percent of the labor force is unemployed (by census tract, the lowest percentage of unemployment was 3.7, the highest 9.8). In 1970, Newport's population was 1.36 percent of the total SMSA population.

Public bus transportation is provided by the Transit Area of Northern Kentucky (TANK). Cars provide the only other mode of transportation in the city.

Programs, Services, and Management Functions

Recreational services are administered by the Department of Parks and Recreation. It manages the parks and provides some supervision of city playgrounds in the summer. Because the department has only two full time staff members and a small budget, it has no other functions.

The recreation department has no programs per se, but it does provide outdoor recreational facilities. Four usually less than 1-acre tot lots and 10 playgrounds of less than 2 acres each are located throughout the city. Several larger combination passive and active recreational areas exist, including Community, East End, and Riddleview Parks, and the city facilities adjacent to the high school stadium. While there is no public recreation system as such, the city hires high school students to supervise the parks; also, volunteers and public school physical education teachers conduct a 2-week basketball and a 2-week baseball clinic every summer. At the end of the summer, the recreation department sponsors an "Olympics" for the various playground users.

The agency's management duties are to preserve existing facilities and to try to acquire more open space as it becomes available (usually through the abandonment/demolition of houses and lands). The recreation department controls the land resources listed in table B-17.

TABLE B-17

LAND CONTROLLED BY RECREATION DEPARTMENT
NEWPORT, KENTUCKY

Park	Developed	Total
Veterans Memorial or Community Park	2.0 acres	7.0 acres
General James Taylor Park	1.0 acre	5.0 acres
Upper Eighth Street		10.7 acres
Park and Grand		3.1 acres
Riddleview		12.7 acres
City Recreational Facilities Adjacent to High School Stadium		6.0 acres
Wendling Park		1.0 acres
Kmepfle Park		1.0 acre
Second and Saratoga		1.0 acre
Peter G. Noll		1.5 acres
Eighteenth Street Playground		
Booker T. Washington		0.6 acre
Ninth Street Playground		0.2 acre
East End Kiddieland		
Kiddie Tot Lot		
Saratoga Tot Lot		
Total		**48.1 acres**

Financial, Land Acquisition and Management Authority

The city of Newport has taxing and bonding authority for general obligation and revenue bonds. Newport can receive donations of land and money if the funds are payable directly to the city. It has eminent domain authority, which can be used to acquire less-than-fee interests in land and/or water resources. However, this is not used often because ill will might be created in the community. The city also has the authority to manage lands outside its jurisdiction and to operate programs on lands it does not own. Other public agencies are permitted to operate programs on Newport's lands, as are private organizations, including concessions. Capital investments by other public agencies or private nonprofit groups are permitted on property owned by the city. Newport can enter into long-term use permits as both lessee and lessor. Volunteers are welcome to assist the parks and recreation department.

Parks and Recreation Financing

As shown in table B-18, recreation receives a small and erratic share of Newport's budget. The percentage of the total budget devoted to recreation has fluctuated since 1971, with fluctuations in the size of both the total and the recreation budgets.

TABLE B-18

BUDGET EXPENDITURES – NEWPORT, KENTUCKY
(Not Including Federal Revenue Sharing)

	1971	1972	1973	1974	1975	1976
Recreation	43,707	38,807	99,931	155,174	72,234	55,368
Police	375,642	381,652	404,081	455,404	506,290	549,769
Fire	447,397	446,268	461,346	493,470	580,592	605,710
Sanitation	194,193	191,292	198,809	195,809	229,771	235,046
Administration	50,843	52,108	57,019	63,795	65,301	62,657
Transportation F.W. & Garage etc.	131,255	123,885	182,274	183,528	187,172	279,701
Other	1,013,463	1,175,643	1,002,511	1,116,739	1,298,290	1,279,760
Total	**2,258,000**	**2,409,655**	**2,411,971**	**2,663,919**	**2,939,614**	**3,068,011**
Rec. % of Budget	1.91	1.62	4.1	5.8	2.45	1.79
% Change in Annual Rec. Budget		-10.18	+157.47	+55.15	-53.55	-23.61

The various categories in Newport's budget have steadily increased over the past 6 years (see table B-18), with the exception of recreation, which has fluctuated dramatically from increases of more than 150 percent to decreases of more than 50 percent. The percentage of change in the recreation budget is erratic because the budget is determined on an annual basis by the city council and because the receipt of federal funds fluctuates considerably.

Per capita expenditures for recreation are the lowest of any of the community services (see table B-19). It is a city service that has not shown significant increases during the period (in 1972 it was cut). This reflects recreation's low priority in city financing.

TABLE B-19

PER CAPITA EXPENDITURES FOR COMMUNITY SERVICES
NEWPORT, KENTUCKY

	1971	1972	1973	1974	1975
Recreation	1.70	1.57	1.82	1.84	2.38
Police	14.83	15.48	16.86	19.55	22.39
Fire	17.66	18.10	19.25	21.27	25.68
Sanitation	7.66	7.76	8.27	8.40	10.16
Administration	1.99	2.11	2.38	2.73	2.88
Transportation, P.W., and Garage	5.18	5.02	7.60	7.88	8.27
Other	43.15	47.73	42.10	47.80	57.47
Total	**89.17**	**97.77**	**96.28**	**109.57**	**129.23**

The recreation budget comes from two sources -- local tax revenues and federal grants (table B-20). Newport prefers to use federal grant funds, which replace monies spent in the recreation budget, for acquisition and purchase of equipment (table B-21). Realistically, Newport needs federal funds for operations and maintenance (the city now employs one year-round full-time maintenance man). Without outside assistance, Newport cannot afford acquisition or equipment purchases, much less increased operations and maintenance costs.

TABLE B-20

SOURCES OF INCOME AS A PERCENTAGE OF TOTAL RECREATION BUDGET
NEWPORT, KENTUCKY

	1971	1972	1973	1974	1975	1976
General Appropriations	100	100	44	11.65	66.88	99
Federal Grants (Revenue Sharing)			56	88.35	33.12	1.0

TABLE B-21

FEDERAL REVENUES USED FOR RECREATION
NEWPORT, KENTUCKY

Program	Local Administering Agency	1973	1974	1975	1976	Money Used For
Revenue Sharing	City of Newport	28,665	11,241	3,477	335	Equip./capital expenses
		27,576	96,249 5,56b	14,802		Construction O&M
Total		**56,241**	**113,175**	**18,229**	**335**	

Newport has received revenue sharing funds in its budget. Although the city has received some Community Development Block Grant funds, these have been used for renovating two city blocks of housing in northwest Newport, not for recreation. A $23,000 Land and Water Conservation Fund grant for the development of Veterans Community Park is in the works, but the city has not yet been officially notified of approval.

According to George Hetteberg, director of the city finance department, Newport is not tapping all available sources of federal funding. The reasons given were that the city does not know the funds it is eligible for or where and how to apply for them,

and that a full-time staff would be necessary to find the answers to the above questions and deal with the application process. Newport has applied for one public works grant and failed to get it. The city is to receive CDBG and LWCF grants. Timing and predictability of income were not viewed as problems by the city finance department.

City officials identified acquisition, equipment, and maintenance as critical areas of deficiency in recreation expenditures. Table B-22 lists no expenditures for acquisition or development and very little for equipment. This clearly shows the priority of these categories. Recreational programs have not yet been recognized as an important function of the recreation department by a majority of the citizens, although they may be perceived as necessary in the future. Funds for the acquisition of lands come almost entirely from the federal and state governments.

TABLE B-22

DISTRIBUTION OF RECREATION EXPENDITURES
NEWPORT, KENTUCKY

Recreation Budget Breakdown	1971	1972	1973	1974	1975	1976
Operations/ Maintenance	6,049	5,529	7,393	6,004	9,098	6,529
Programs	1,663	1,590	2,102	1,367	926	1,074
Administration	23,533	20,251	25,422	22,670	30,849	32,116
Personnel	11,118	10,415	6,966	10,704	10,705	12,259
Equipment	156	243		331	970	
Total	**43,207**	**38,807**	**43,690**	**42,999**	**54,005**	**51,978**

Without outside money the city cannot (or will not) expend any funds for acquisition.

The recreation department employs one full-time, year-round maintenance person. This staffing is inadequate to maintain the recreational facilities. Federal CETA money is used to employ two people for park maintenance work. The city considers their impact on park upkeep to be negligible because of their "part-time, temporary" status.

A change of priorities within the recreation department to give operations and maintenance a higher priority would have the immediate effect of halting the further deterioration of already existing facilities. In lieu of or in addition to federal funding for acquisition and development, better operations and maintenance would be

more efficient than replacing facilities, and would allow full use of existing facilities that are now underutilized because of disrepair.

Administrative/Organizational Data

Newport has no regional recreational facilities supported by the county, state, or federal government. Commercial recreation and community-provided recreation do not overlap or compete. The city provides parks and playgrounds and the private sector provides one swimming club and three boating clubs.

Public and private nonprofit agencies do not provide the same services to Newport. For example, the city provides a minuscule recreational program and no indoor recreational facilities. Private groups such as Youth, Inc. provide indoor recreational programs. Thus, the city and private nonprofit agencies have little ground for discussion of cooperation.

The only public facilities available for multiple use in Newport are the schools. Public and private school facilities are generally open to students and to organized groups from the community. The school board has recently changed its policy and now allows local groups to use indoor and outdoor facilities. No fees are charged, although the users must pay for the stadium lights and janitors.

The parks and recreation department has two full-time employees, a maintenance person and a director who also is president of the Knothole baseball league and a leader of Youth, Inc. The seasonal aides are 33 high school students hired to supervise the parks; seasonal maintenance personnel are 16 teenagers employed in "weed gangs." The seasonal professionals are five physical education teachers who run the basketball and baseball clinics. No ongoing recruitment or job training efforts were identified.

There are more than enough qualified personnel graduated from the local branch of Northern Kentucky University alone to supply the city's needs for planners, recreation supervisors, and other needed recreation personnel for quite some time.

There is a great need to expand the scope of the staff of the parks and recreation department. The maintenance staff is completely inadequate to arrest the deterioration of the existing facilities. The professional staff needs to be expanded to include a person or persons capable of developing recreational programs for elderly and handicapped persons, young adults, and women. Programs are needed in arts and crafts and the performing arts. Recreational services are insufficient for nearly everyone except persons interested in Little League.

User Considerations

Recreational program activities are extremely limited in Newport. Only two private nonprofit agencies have any sort of recreational program. Brighton Center is a multi-

purpose community center located in the west end of Newport but serving the entire basin area. In addition to an indoor recreational program (basketball, arts and crafts, games, pool), the center offers language classes, casework, emergency services, consumer education, and classes for preschool children and adults. Membership numbers approximately 500 persons.

The 10 paid staff members and the center itself are 90 percent supported by the United Way. The remainder comes from such diverse sources as the Urban Appalachian Council and the Federal Volunteers in Service to America (VISTA) program. Ten to fifteen VISTA workers augment the paid staff for 1-year terms.

Youth, Inc. of Campbell County is another United Way agency providing a recreational program for Newport. Two age groups are served: boys under 10 and boys 10 to 12. Currently 497 boys are involved. Each is charged a $1 a year membership fee. Additional monies are raised by an annual fund-raising program. Youth, Inc.'s program consists of a 15-week basketball program, an annual "Olympics," arts and crafts, a small gym, pool tables, and other activities. High school girls from Our Lady of Providence School and 60 to 70 adults in the physical fitness program also use the gym. The Campbell County Downtown Knothole Baseball League has its own field in Newport. For the majority of Newport's boys, baseball is the only recreational activity available. Girls have no organized recreational activities.

The schools, especially parochial schools, provide sports leagues and limited meeting places for their members and for organizations such as scouts. The football program is the most popular, attracting approximately 500 sixth to eighth grade boys from September to November. The teams are organized through both public and parochial schools.

Swimming was rated as one of the most desirable activities by school children (grades 4-12), yet no public full-sized pool exists in Newport. Private facilities are too expensive for many of Newport's families.

A number of regional facilities are available to Newporters with transportation and money to afford them. The private Tri-City Yacht Club in Newport is considered a regional facility by the Northern Kentucky Area Planning Commission. The 900-acre A.J. Jolly Park (Campbell County) offers golfing, swimming, boating, picnicking, camping, and facilities for the handicapped. Highland Hills in Fort Thomas offers dancing, hiking, horseshoes, ice-skating, picnicking, shuffleboard, and a playground. Devou Park in Covington is the only large (500 acres) open-space area located near downtown Newport. It is a popular spot for golf, picnicking, hiking, basketball, and swimming. The 240-acre Kenton County Golf Course is the only other regional facility.

As noted above, there is no public recreation program and private programs are limited. The private programs concentrate on boys aged 5-18, to the exclusion of other ages and of girls. This is not an example of the failure of program diversity, but rather of the lack of development of any programs at all. To date, the majority of the people of Newport have not perceived a need for a comprehensive recreational program. Most of the community's energies have been devoted to obtaining facilities because the people equate good facilities with adequate recreation.

The traditional emphasis on sports for boys is slowly changing. Recreation has been viewed as synonymous with organized sports and the function of organized sports has been to "keep boys out of trouble." Until recently the only attempt to provide recreation has been the organization of baseball programs; the adults involved with youth programs have been baseball-oriented. This pattern is now changing. Some schools are offering basketball for girls, the Brighton Street Center offers arts and crafts and pool, and 500 sixth through eighth grade boys are in the school football league. The lack of diversified recreational programs is related to the following factors:

Lack of community realization of the need for a recreational program.

Traditional attitude that recreation equals organized sports for boys.

Lack of leadership knowledge in and emphasizing diverse forms of recreation.

Special group programs for the handicapped, elderly, ethnic, and other groups requiring special attention are few. Grand Towers, a federally subsidized low-income, high-rise apartment building for senior citizens provides some recreational activities (dancing, bingo, free beer, arts and crafts, reading) for its approximately 200 members. The Senior Citizens Center of Northern Kentucky has offices in both Covington and Newport. The Covington Center has a recreational program in addition to counseling, medical, and referral services. The recreational program is quite complete, covering everything from cards to parties to speakers from Northern Kentucky University. About 200 people from Campbell County use the center in Covington. The Newport Center provides more traditional social services such as a hot lunch program, counseling, referrals, RSVP, outreach, and information on available programs.

Recreational opportunities and places to meet are extremely limited for the elderly. Many older people lack mobility to visit centers or the funds to participate in the activities. Fear of violence in some neighborhoods in downtown Newport keeps senior citizens at home.

Several of Newport's principal industries provide sports leagues for their employees. Wiedemann's Brewing Company has sponsored softball teams in former years and currently

sponsors 30 bowling teams of five members each. Anyone in the Greater Cincinnati area may join a Wiedemann-sponsored team. Newport's largest employer, Interlake Steel Corporation, has bowling and golf leagues for its employees, in addition to sponsoring two local Little League teams. The corporation owns and operates a baseball diamond in Wilder that is available for local teams.

Although recreational opportunities abound in Cincinnati, it is hard to determine how many Newporters can and do actually use them. The Cincinnati Reds, the zoo, and Kings Island Amusement Park are some of the more popular attractions.

Outside of the schools of Brighton Center, the performing arts have little to do with the lives of the people of Newport.

Environmental education does not exist as a separate part of the curriculum for the 4,000 Newport public school students, although field trips to expand students' experience are stressed. Decisions on field trips are left up to individual teachers, within broad guidelines. Thus, environmental education is generally treated as a segment of the traditional science curriculum. Junior high students study earth and life sciences; senior high students can take chemistry, biology, and general and/or physical science. Besides Devou Park in Covington, which has hiking trails and slide shows, Newporters must go to Ohio for any environmental education or nature interpretation.

Program Success/Failure

The many barriers to maximizing recreational opporutnities in Newport fall into two broad classes: socioeconomic and political.

Socioeconomic Factors. There are too few recreational facilities and accessibility to them is often difficult for those who most need the facilities. For example, General James Taylor Park is close to Newport's poorest neighborhood, yet it is on the other side of the levees and one must travel out of the neighborhood to reach the gate and then along the river for another half to three quarters of a mile to reach the playground. Veterans Community Park is similary located – it is at the end of a bumpy, potholed road on top of a hill in south Newport. A public bus system is available, the Transit Authority of Northern Kentucky, but many poor children cannot afford the fare.

TANK connects Newport with only a few regional recreational facilities. Private automobiles are the only alternative, yet 34 percent of the households do not have cars. Many families with cars cannot afford vacations or pleasure trips.

Racial and social barriers exist against Newport's poor blacks and white Appalachians. For example, Brighton Street Center has tried to take children on chartered buses to A.J. Jolly (Campbell County) Park. A spokesman said that because suburban

Campbell County communities regard their parks as strictly their own "turf," the park attempted to charge a per capita instead of a per vehicle fee (not its customary practice). Even a nominal fee is too expensive for Newport's poorest children, so they could not go.

Recreational facilities that do exist are often in very poor repair. Vandalism has made many park facilities unusable. Crime also deters people from using the parks. Many people spoke of not frequenting the parks (especially those downtown) for fear of violent crime, homosexuals, "undesirables," "dope smokers," and "wild people."

Administrative Factors. The current government is a holdover from the days when Newport was reputed to be the gambling center for the metropolitan Cincinnati area. In most instances the city government has been unresponsive to the needs of the people, apathetic about trying to obtain help from other units of government and unconcerned about giving recreation a higher budgetary priority. City hall has raised little opposition to the eventual destruction of some of Newport's finer homes with the proposed construction of I-471. City officials have been unable or unwilling to cooperate with the school board, local industry, or nonprofit groups to provide recreational facilities. In the opinion of many local citizens, the current corruption of city government is the biggest impediment to improving recreational opportuntiies. The state government has placed northern Kentucky at or near the bottom of its funding priorities.

Planning and Research

The responsibility for regional planning is held by two agencies, the Ohio-Kentucky-Indiana Regional Council of Governments and the Northern Kentucky Area Planning Commission. Because the area of authority for NKAPC is much smaller, its plans deal with Newport in much greater detail than OKI's, and are therefore appropriate for discussion in the jurisdictional analysis.

NKAPC's jurisdiction encompasses 38 cities in Kenton and Campbell Counties. It was created in 1961 by agreement of local administrative/legislative bodies.

NKAPC has the authority to review and make recommendations on all zoning changes and to reveiw all public projects. Local governments can override NKAPC recommendations but they must do so in writing, a step most are reluctant to take. Thus, NKAPC's director feels the agency has effective clout, but he would prefer to have mandatory approval of local projects.

The NKAPC works closely with the Northern Kentucky Area Development District (NKADD) in reviewing and recommending the disbursement of LWCF monies to the district. The NKADD has set up the criteria and written the forms under which LWCF is distributed. In Campbell and Kenton Counties, applications for funding must be based on comprehensive

master plans that are prepared for local jurisdictions by NKAPC. The comprehensive plans contain provisions for the school-park concept, in which it is recommended that every school have a minimum acreage of recreational land, plus an additional amount of land based on the number of students and local population. Also provided for in the comprehensive plan is the preservation of open space.

In essence, the availability of federal funds determines the priority given to local recreation. However, the NKADD has the ultimate authority to determine where and how the money is spent. An examination of methods for distributing LWCF monies should be made to ensure equitable treatment among eligible recipients.

The city of Newport conducts no research as such on recreational needs and issues. It has relied on NKAPC to fulfill this need.

The Northern Kentucky Area Planning Commission prepared a comprehensive plan for Newport in May 1967. It is currently (May 1977) being updated but is not yet available for release. According to the comprehensive plan, the Newport Recreation Commission operated 10 neighborhood playgrounds and one community playfield in 1967. The 1967 plan proposed that two playgrounds, six neighborhood parks, two community parks, and a riverside park be added to the system. Abandonment of four playgrounds was proposed.

After 10 years, only one of the four playgrounds had been abandoned. However, three tot lots, two playgrounds, and a small riverside park have been added to the park system. Newport has done nothing to date to acquire parcels larger than 1 acre for neighborhood or community parks. As noted above, all facilities have deteriorated from neglect by the city of Newport.

The comprehensive plan also deals with standards for future parks and current (1967) numbers of park users.

NKAPC's plan would provide a much-improved park system for Newporters if their city government had the money, expertise, and interest to work to provide it.

COLERAIN TOWNSHIP, OHIO

Area Description

Location. Colerain Township, encompassing an area of 43.4 square miles, is in the northwest corner of Hamilton County, Ohio. It is bounded on the north by the Hamilton-Butler County line, on the west by the Great Miami River, on the east by Hamilton Road (Route 127) and the town of Mount Healthy and North College Hill, and on the south by Montfort and parts of White Oak. Hamilton County, in which

Colerain lies, is the central county of the nine in the Cincinnati-Hamilton SCSA. In 1975 Colerain's population of 70,000 people made up a small part of the SCSA total population of 1,628,600 (see table B-23).

TABLE B-23

POPULATION OF COLERAIN TOWNSHIP, OHIO

1970	50,971
1971	52,269*
1972	53,567*
1973	54,867
1974	56,826
1975	58,216

*Extrapolated. U.S. Census Bureau (USCB) statistics not available.

[N.B. USCB estimates are too low. By 1975 population reached 70,000 (see *Cincinnati Post*, Colerain Township Trustees).]

Land in the township has two main uses, residential and farming. As Colerain's population grew tenfold in the period 1950-1970, the southeastern third of the township developed into "bedroom suburbs" for Cincinnati. This area of intensive residential development is south and east of the proposed (now under construction) route of I-275. The rest of the township has remained rural, with much of the land still devoted to farming.

The conversion of more farmland to residential usages and attendant shopping districts is expected to continue. The completion of I-275, which will encircle the urbanized areas of metropolitan Cincinnati and northern Kentucky, will make adjacent rural lands more accessible to the city and therefore more desirable for residential use.

Population Characteristics. Colerain is essentially a white, middle-class jurisdiction. The small black population (approximately 0.2 percent) lives mainly in several subdivisions in the community of Northbrook, a part of Colerain. The census figures show a low rate of unemployment (2.4 percent of the work force) and few households below the poverty level (4.7 percent). Only 2.2 percent of the households lack cars. The income levels are fairly high; mean income is $12,208 per annum and median income is $11,419.66 per annum. Transportation is almost entirely by private automobile. The Queen City Metro runs one bus line from Colerain Township to downtown Cincinnati.

The Great Miami River, which forms the western border of the township, is an under-utilized recreational resource. Much rolling farmland and many small woodlots are in the western side of the township.

Colerain exports people in search of recreation. Township residents commonly recreate in Cincinnati parks, Hamilton County parks, and a wide variety of private facilities.

Programs and Services

The township board of trustees seeks to provide recreational facilities and programs for township children and teenagers, a center for senior citizens, and some tennis courts and playing fields for adults. The township's top priority is to provide activities for young people. To this end parks are being built with playground facilities and ball fields. An 8-week summer recreation program staffed by public school teachers offers something for all age groups, but concentrates on children and younger teens.

The parks and recreation department has three completed parks: Colerain Township Park (12 acres), John Gray (2 acres), and Springdale Road Park (2 acres). Two parks, Clippard (15 acres) and Dravo (15 acres), are in various stages of development.

A system of parks administered by the Hamilton County Park District is also available to the people of Colerain. The 20-acre Farbach-Werner Nature Preserve and a small wildlife sanctuary are the two units of this system located within the township. Other nearby HCPD parks are Winton Woods and Miami Whitewater Forest, which offer golf, picnicking, hiking, playgrounds, concerts, and winter sports. Cincinnati also operates a park system; its popular Mount Airy Forest is 5 miles from Colerain. Several state parks are within a short drive. Hueston Woods in Butler County and Fort Ancient Memorial and Caesar Creek in Warren County are all within a 1-hour drive.

Land Acquisition and Management Authority

The township levy is now 10 mills, the current limit, and voters have turned down recent requests for increases. The township has no bonding authority whatsoever for either general obligation or revenue bonds. Eminent domain authority can be used by Ohio's townships but it is not popular for political reasons. Townships can also acquire less-than-fee interests in land and water resources, but not by using eminent domain.

The township cannot manage land outside of its jurisdiction, although it can operate programs on land it does not own through lease agreements. The township can also make capital improvements on land under a lease agreement. However, it cannot operate programs or make capital investments on privately owned, unleased land.

Other public agencies may operate programs on township lands, but private organizations may not do so unless the programs are nonprofit. Private and public agencies such as the Army Corps of Engineers can and do make capital investments on public (township) properties. The township may enter into long-term use permits or leases as a lessee, but not as a lessor. The township can use the services of volunteers who participate in planning the summer recreation program.

Park and Recreation Financing

Relationship to Total Budget. Select general fund budget information for Colerain Township is presented in table B-24. Revenue sharing for departments other than recreation is included under the category of "Other." The recreation budget is one of the smallest (not including revenue sharing), and it fluctuates widely from year to year. In 1973 the recreation budget was increased 115 percent because of the township's inception of a park development program and the receipt of federal funds. However, the higher priority given to the recreation budget in 1973 was not carried into 1976. Although the 1976 recreation budget was approximately $33,000 higher than in 1971, the actual percentage of the total budget devoted to recreation declined from 8.9 in 1973 to 4.3 in 1976 (see table B-24).

TABLE B-24

RELATIONSHIP OF RECREATION BUDGET TO TOTAL TOWNSHIP BUDGET
COLERAIN TOWNSHIP, OHIO

	1971	1972	1973	1974	1975	1976
Recreation	15,000	15,000	15,000	16,000	56,599	25,843
Fire	125,028	117,174	148,646	147,682	251,948	351,372
Administration	76,719	86,885	89,677	102,267	125,706	235,896
Transportation Roads, Bridges, and Vehicles	138,217	147,925	140,401	164,121	169,639	214,753
Police	35,505	34,133	43,732	27,747	45,667	29,923
Other	100,171	40,899	179,554	174,541	323,723	231,284
Total	**438,615**	**431,928**	**608,607**	**623,950**	**993,282**	**1,088,836**
Rec. Budget as a Percentage of the Total	3.4%	3.4%	2.46%	2.56%	5.69%	2.37%

Above figures are compiled from the General Fund, i.e., township-raised monies. Revenue sharing money is included under "Other."

Table B-25, which shows per capita expenditures, illustrates the changes in the amount of recreation funding from 1971 to 1975. These changes were caused by receipt of federal grants in 1973 through 1975, and by temporarily increased township funding for acquisition.

TABLE B-25

ANNUAL PER CAPITA EXPENDITURES FOR SELECTED COMMUNITY SERVICES
COLERAIN TOWNSHIP, OHIO

	1971	1972	1973	1974	1975
Recreation*	.28	.51	1.07	.92	1.52
Fire	2.39	2.19	2.71	2.51	4.32
Administration	1.46	1.62	1.63	1.738	2.16
Transport: Roads, Bridges and Vehicles	2.64	2.76	2.56	2.79	2.91
Police	.679	.637	.778	.47	.78
Other	1.916	.76	3.27	2.96	5.56
Total	**9.37**	**8.24**	**11.09**	**10.60**	**16.70**

*Including capital expenditures. Other categories do not include capital expenditures.

Colerain Township receives its recreation income from two sources, local tax levies and federal grants (table B-26). The federal share varies from 0 to 74.73 percent. Although the percentage of the recreation budget made up by federal funds has declined in recent years, acquisition and development would cease without federal funds. According to the township clerk, in the near future Colerain Township will reach the legal limit of its income from local millage sources. Thus, the recreation budget will become dependent on assistance from the federal government, especially for equipment purchases and operations and maintenance funds.

Timing and Predictability. Predictability of township appropriations is uncertain because the amount given to recreation varies depending on need and on availability of replacement funds from the federal government for functions for which funding has been reduced. Local tax collection often does not coincide with expenditures. This results in land being acquired through donations or special arrangements long before installation of facilities (and, in the future, operations and maintenance) can occur. Staffing and programs are seasonal; thus, the uncertainty of funding affects them less than it does acquisition and development.

TABLE B-26

RECREATION BUDGET FUNDING SOURCES
COLERAIN TOWNSHIP, OHIO

	1971	1972	1973	1974	1975	1976
General Appropriations	15,000*	15,000*	15,000*	16,000*	56,599	25,843
Federal Grants		12,500	44,352	38,600	32,000	22,500
Total	**15,000**	**27,500**	**59,352**	**54,600**	**88,599**	**48,343**
Federal Grants as % of Total Income		46.23	74.73	70.69	36.1[illegible]	46.54

*Estimate by township clerk of parks and recreation budget plus monies spent on parks by other departments.

Similar problems exist at the federal level, where predictability is uncertain, because the township doesn't know if or when federal funds will be forthcoming. This makes long-range planning difficult; contracts and rare opportunities to buy land at low cost are lost. Timing is part of the problem, inasmuch as funds often come late or do not coincide with local tax receipts.

The problem is exacerbated by a lack of understanding of the role and objectives of many federal programs and of the application process. The township does not know where to get information about a grant or how long it may reasonably take to receive one.

Adequacy and Effectiveness of Federal Funding. Colerain Township receives money from two federal programs, although it has worked with a grand total of seven (see table B-27). As table B-28 illustrates, the federal government has taken on a large share of the recreation budget for land acquisition, equipment purchases, and, in recent years, the recreational program. Without federal money recreational programs would cease to expand and in a few years, as inflation increases, the existing facilities would deteriorate because operations and maintenance money would become inadequate. It should be noted that Colerain Township has received an LWCF grant (project 39-00447, approved for development of Clippard Park 2/11/76 – 12/31/78 for $40,171) that does not appear below because the township has not yet applied for reimbursement.

TABLE B-27

PER CAPITA RECEIPT OF FEDERAL FUNDS USED FOR RECREATION
COLERAIN TOWNSHIP, OHIO

Federal Programs	Type of Grant	1972	1973	1974	1975	1976	Used For
Revenue Sharing	block	0.116	.808	.45	.52		O&M Rec.
HUD-CDBG	categorical	0.116		.21			land acq.

TABLE B-28

TOTAL FEDERAL FUNDS USED FOR RECREATION
COLERAIN TOWNSHIP, OHIO

Federal Programs	Type of Grant	1972	1973	1974	1975	1976	Used For
Revenue Sharing	block	6,250	44,352	26,600	12,000	12,000	rec. pgm.
					20,000	10,000	acq./dev.
					32,000	22,000	Total
HUD-CDBG	categorical	6,250		12,600			land acq.
Total		**12,500**	**44,352**	**39,200**	**32,000**	**22,000**	

TABLE B-29

RECREATION BUDGET BREAKDOWN
COLERAIN TOWNSHIP, OHIO

	1971	1972	1973	1974	1975	1976
Acquisition		12,500	44,352	12,600		
Operations and Maintenance	15,000	15,000	15,000	16,000	56,299	32,921
Programs				10,000	49,299	26,421
Total	**15,000**	**27,500**	**59,352**	**38,600**	**105,598**	**59,342**

Under the "Acquisition" category in table B-29, the funds allotted for 1972 were spent on obtaining lands for Springdale Road Mini-Park; the funds alloted for 1973 were spent on acquisition of Clippard Park; and the funds allotted for 1974 were used to purchase Drawo Park. The money allocated for programs was used to support the township's summer recreational program, mainly by hiring public school teachers to instruct classes.

"Operations and Maintenance" pertains to money spent by other township departments to maintain and/or expand the parks. No maintenance personnel are specifically assigned to the parks.

Township officials' primary complaint about the federal assistance programs was the inordinate amount of time needed to obtain funds. The biggest delay in getting Community Development Block Grants was, in the opinion of the township, at the county level. The process of awarding CDBGs requires public hearings and appraisals. Because the district CDBG office, under the Hamilton county commissioners, has only a staff of three, it often takes 6 to 7 months to receive the grant after it is approved by the county. In the township's opinion, 45 days is a reasonable waiting period. Since it often takes almost a year to receive CDBG monies, the township must then hurry to initiate projects to spend the money. Township officials also think it is not their responsibility to monitor the projects once they are initiated, yet they feel the projects should be monitored closely.

The township would like to be able to submit its own appraisals to the county government instead of waiting for the county's appraisers. For example, the township has been waiting 5 months for county appraisal of a building the township would like to purchase for a senior citizens' center. It was felt that three independent appraisals would give the county a realistic picture of the building's value. Township officials would like CDBG to pay for the independent appraisals.

CDBG's new plan to pay project contractors directly drew praise from a township official, who believed that direct payment would cut down on duplicate paperwork and administrative costs. However, CDBG administrators and the township must keep in touch about the balance of funds and the progress of the work.

Township officials felt that the revenue-sharing concept fitted their needs well. In general they would prefer to receive federal grants in a lump sum. They believe the federal government should check the reports the township submits to the state government, instead of requiring reports that duplicate efforts. Colerain's elected officials are unpaid and part-time. Although state law limits the remuneration elected township officials may receive, Colerain Township officials think they should be reimbursed by revenue sharing for expenses incurred in the course of working on special revenue-sharing projects.

Colerain Township has received a Land and Water Conservation Fund grant for the development of Clippard Park, but has not yet applied for reimbursement of monies expended. This is an example of a lack of intergovernmental and intra-governmental communication that hampers the entire federal grants and aids system. In Colerain Township there is often poor communication between the township officials (three trustees, one clerk, and one secretary) on the various federal grants, and weak liaison with the state government. The origin of the lack of communication cannot be clearly determined. The following are factors that contribute strongly to the situation:

Lack of communication between township officials on specific federal grants.

Lack of time, energy, resources, and motivation on the part of part-time, unpaid officials to deal with the myriad of federal programs.

Poor liaison between state and local governments.

Lack of publicity about or knowledge of federal programs.

Township officials made the following recommendations about the federal recreation programs they deal with:

Federal agencies should make direct payments for work and/or services, bypassing local government.

CDBG should supply funds enabling county grants administration departments to hire adequate staff.

Revenue-sharing administration should read the township reports to the state instead of requiring duplicate information on different reports.

Elected, unpaid officials should be compensated for extra work done in regard to federal grants.

If the county CDBG office cannot afford to hire enough appraisers, local governments should retain their own, who should be paid for by the state or federal CD administration.

Areas of Critical Expenditure Deficiencies. The most critical expenditure deficiencies in the Colerain Township Parks and Recreation Department exist in planning, development of existing parklands, and acquisition.

There is currently no recreation plan for Colerain Township. The densely populated southeast area of the township was developed without a systematic public effort

to preserve open space, so parklands are in very short supply. Planning is needed to prevent this pattern from recurring as more of Colerain becomes urbanized.

The development of recreational facilities on recently acquired parklands is proceeding slowly or has ceased altogether, again because of a lack of funds. The township government says outside funds are needed to complete development.

Open space is at a premium in the urbanized areas of Groesbeck, where the need for recreational facilities is greatest. The township is not acquiring the few open-space parcels available because they are too expensive.

Although operations and maintenance is not an area of critical expenditure deficiency now, township officials believe it will be as the parks system is expanded. Federal support for operations and maintenance will then be necessary.

Alternatives to Increased Funding. Several partial alternatives to increased funding exist. However, they should be viewed as measures to augment funds, not to replace them. In lieu of building community recreational centers in every neighborhood, the township could use public school facilities by purchasing a block of time and hiring supervisory personnel, thereby allowing for unorganized recreation.

In the areas of citizen participation in recreation, the township has a wealth of untapped professional talent. Volunteers could be recruited for planning, legal work, staffing, and fund drives. In order to enlist the widest possible range of community support, any new projects would have to be townshipwide.

Administrative/Organizational Data

Jurisdictional and Neighborhood Perspectives. The township sees no role for itself in supplying regional recreational facilities. Colerain Township bears responsibility only for its own parks, which are decidedly community-oriented. It contributes no additional funds (except the tax revenues of private individuals) to state and county parks. The township sees no role for federal or state government involvement in local facilities other than the one these governments already have — to supply money. The Hamilton County Park District and the city of Cincinnati supply the only existing regional facilities, which are inadequate for the current demand.

Commercial Recreation Roles. There is no competition between the public and private sectors to provide recreation. The township sees no role for itself in providing facilities that duplicate those of the private sector. Thus, even though both the township and private groups operate ball fields, there is no competition because there are not enough fields to satisfy the demand. Private businesses run the only available golf courses, swimming pools, bowling alleys, movies, pinball arcades, and sportsmen's clubs. There is no duplication or competition in these areas, and it is unlikely that

there will be. The need for recreational facilities is so critical that it is doubtful if public facilities identical to private ones would be detrimental to private enterprise. Current levels of funding for the township's recreation do not allow for duplication of facilities, even if the township believed it should compete with the private sector.

Cooperative Opportunities. Opportunities for cooperation between the township and private nonprofit agencies are few, and are unexplored. The Colerain Township Civic Association owns a building suitable for a community meeting hall. The group also has a park (approximately 15 acres) in heavily-populated downtown Groesbeck. The city has considered acquiring all or part of this property for recreational purposes, but felt that the civic association's stipulations as to how the property should be developed were unacceptable. To date there has been little cooperation between the township and the association.

Some of the churches have playing fields, meeting rooms, and school facilities. Although neighborhood children occasionally use the churches' outdoor facilities, the public has no access to the indoor facilities. Cooperation between the township and the churches or between private groups and the churches could avoid duplication in recreational services.

Multiple Use of Other Public Facilities. There is restricted multiple use of public facilities for recreation. Private organized groups with 50 percent of their membership drawn from Colerain Township can reserve public school buildings and playing fields from 6 p.m. to 10 p.m. every day of the week for a nominal fee. This use precludes opening the facilities to the public. Less than half of Colerain's residents participate in organized sports leagues, thus, most people are denied access to these facilities.

Several problems will have to be resolved before the schools can be kept open for public after-hours use. The board of education is reluctant to open the schools without adequate supervision and security, for fear of vandalism. Also, the schools simply cannot afford the increased salaries needed to keep janitors on the premises after school hours. (Groups that now use school properties pay the janitors directly.)

An Ohio statute requires that all lease agreements to use school properties contain an unrestricted lease cancellation clause which returns all lands to full school control if the school should require the land for its own use. This law has discouraged local units of government in the study area, as well as elsewhere in the state, from constructing recreational facilities on school properties. Apparently the city of Cincinnati has an agreement or understanding with the schools, because the city recreation department has built a large number of recreational centers and other facilities on school properties over the years. Because of this statute, the state has encouraged the schools to sell or donate their properties.

This statute precludes the use of LWCF monies on school properties because of the provision of Section 6(f) of the LWCF Act. Section 6(f) requires that no property acquired or developed with assistance under this section should be converted to other than outdoor recreational use without the approval of the Secretary of the Interior. LWCF monies are not now used for projects on school properties, although this was done once before the city of Cincinnati was aware of the legal restrictions. This statute has prevented the township from cooperating with the school board in providing joint recreational facilities.

Administrative Structures. There is no competition for expanded functions or responsibilities by township departments. The parks and recreation department exists on paper 10 months of the year; it has a paid staff for only 2 months of the year (volunteers help to plan the summer recreation program). All township departments share staff and equipment to avoid duplication of effort and funds. Services like recreation have a minimal budget, since funds for the township as a whole are so limited. The lack of a recreation department is an effective damper on departmental rivalry.

An agency to coordinate efforts and enhance visibility is unnecessary, inasmuch as there is no real parks and recreation department. Colerain's first priority should be to establish a parks and recreation department with a year-round staff and programs.

Personnel

The only personnel the township employs for recreation are public school teachers hired to supervise the summer recreational program. There is an adequate pool of personnel available in local schools. Maintenance personnel receive continuous on-the-job training. No federal programs are used to meet staffing needs.

User Considerations

Programs Offered. Besides the township recreational program and parks, there is a variety of private, commercial, and public nonprofit facilities and programs. As noted above, there are a few indoor recreational facilities: the Groesbeck roller rink, Northgate pinball, various church-sponsored recreational programs, and a small building at the private Olympian Club. Organized sports (soccer, baseball, football, basketball) for children, especially boys, are handled by a wide range of organizations such as churches, athletic associations, schools, and private clubs. There are four private swimming clubs within the township.

There are commercial driving ranges and a few private golf courses. At least eight private hunting and/or fishing clubs are located within the township boundaries. Cultural events and entertainment opportunities are limited to school and church events and an occasional amateur theater group. However, a wide range of these activities is available in nearby Cincinnati.

Program Success/Failure. Colerain's recreational activities, both public and private, are popular and well-received, but limited in scope and in the number of persons who can participate. The summer recreational program is filled to capacity. It works well because the various township departments coordinate their services to operate and maintain the parks, volunteers plan and coordinate the program, and professional teachers are hired to lead many of the classes. The summer program is unusual among townships in Hamilton County, and it is virtually the only organized recreational alternative to baseball.

At least 10 private athletic associations offer baseball, soccer, basketball, and football to township children. Some associations are private and have access to private facilities; many are public or semi-public and use whatever facilities (public and private) are available. Approximately 75 percent of the Little League baseball takes place on private property. There has been little program failure as such; rather, there was a lack of any public programs whatsoever until recently.

Private and commercial groups have supplied recreational needs where large capital investments are required, such as swimming and golf. These have not totally satisfied the public's demand because of their high costs and lack of transportation for persons without cars.

Special Group Programs. There are no special township programs for handicapped or elderly persons. Regional organizations (United Way agencies) draw participants from the township, but no agency or private effort is focused on the township.

Public Versus Private Services. Colerain is not in a financial position to provide any recreational or social services other than those noted above. There is little communication between the township government and large agencies (such as the United Way) because the scale and purpose of the two is so different: the United Way agencies' efforts are directed toward regional or countywide services. Residents of Colerain Township can and do use the services of United Way agencies.

Private sector organizations handle recreational needs that the township is unable to provide. Local Boy Scout and Girl Scout Troops are extant. The Colerain Youth Services Bureau provides some recreation for youths who have been in trouble. Private athletic assocaitions provide a variety of organized sports. The Groesbeck Civic Association allows neighborhood children to use its park. No other open-space recreation exists in Groesbeck, the most developed area of the township.

Although the community and government have provided a basic recreation framework, there are no special recreational programs to satisfy the demands of Colerain Township's handicapped, elderly, or ethnic population.

Arts and Crafts, Performing Arts. Arts and crafts offered are insignificant in the township. They are available only on an individual basis and during the 8-week summer recreational program, which offers an arts and crafts class to school age children. The schools and the recreational program concentrate on the young. Other than this, there is no organized participation in arts and crafts. There are, however, ample opportunities to attend cultural events and performances in Cincinnati. Cincinnati's riverfront entertainment district is approximately a 45-minute drive from Colerain Township. Cincinnati's recreational facilities are conceivably within reach of most of Colerain's residents, because 97.8 percent of Colerain households own cars.

Environmental Education. An environmental education program is being started by the Northwest Local school district, which serves Colerain Township. Until May 1977 the environmental education program was based on one-day field trips by elementary school children to the Farbach-Werner Nature Preserve. Beginning in the fall of 1977, sixth graders will spend 3 days every school year at the YMCA's Camp Kern. Camp Kern's program concentrates on the natural sciences, social studies, and some local history. It is adjacent to Fort Ancient, a state park locataed along the Little Miami River near Lebanon, Ohio. Also beginning in the fall of 1977, fifth graders will be taken to a 3-day zoological program at the Cincinnati zoo on a day-trip basis. This will be an educational outing, not simply a zoo visit. A 4-H nature program for fourth graders also is to begin in the fall. An environmental education course may be starting soon at one of the two high schools. Otherwise, all students are required to take either biology or a life sciences course.

Northwest local schools do not use the excellent facilities of the Cincinnati Nature Center in Clermont County. Because the one-way trip requires 2 hours by school bus, it is considered too far from Colerain Township to be convenient.

In addition to offering an interpretive program for school children, the Farbach-Werner Nature Preserve is open to the public for outdoor education and nature interpretation both by self-guided tour and through presentations by park district staff.

Major Deterrents to Maximizing Recreational Opportunities

Few social and economic barriers to existing public recreational facilities exist in Colerain. Lack of physical facilities and transportation (especially for the young) are the biggest barriers to public recreation. Cost is a barrier to recreation not handled by the public sector. For example, only commercial golf, fishing, and swimming are available in the township.

Social barriers to the use of Colerain's recreational facilities are generally insignificant because Colerain is economically homogeneous (variation in median income between neighborhoods is only $400). Racially, Colerain is 99.8 percent white.

Physical facilities are extremely limited. The township has only one large completed park, which is much more popular than the two half-finished parks. For other activities people must either drive outside the township or join a private club or an athletic association, or at the very least pay a user fee. Fees are quite variable, ranging from nominal for the athletic association to high for the country club and swimming clubs.

Transportation is a problem, especially for the young and old, because the facilities that exist can be reached only by car. Those without cars must either live near the facilities, walk, or do without. There is no local transit system and no foot or bike paths.

There are few security or vandalism problems in parks in Colerain Township. Colerain Township Park on Springdale Road is located on the same property as the police station. The mini-parks are on township property with other facilities, including a fire station, so they are under constant surveillance. Clippard Park is surrounded by a chain link fence that is locked at 10 p.m. Because costs increased and the association's membership dropped, the Civic Association's park received no special surveillance and little maintenance, and it has been vandalized. At private school and commercial facilities vandalism is controlled by surveillance or locks, or both. Crime is not a serious problem in Colerain. No one expressed fear for personal safety in using recreational facilities in the township.

The trustees feel that the township is providing as much recreation as it can afford. Although no surveys have been taken, the trustees think their constituents want more playing fields, tennis courts, and organized sports in general. The trustees recognize the demand for a public swimming pool but say they cannot take on the financial burden. A community/senior citizens' center is also badly needed, and the trustees are trying to find a building suitable for senior citizens' meetings. Other recreational needs, such as more sports for girls, more arts and crafts, performing arts, a youth center, and recreational areas in each densely populated area, are given low priorities or go unrecognized. There is no improvement of recreation. A volunteer group, the Colerain Township Recreation Advisory Committee, advises the trustees on parks and acquisition, but it does not represent the public. In April 1977 a town meeting was held. A committee on recreation may come out of this, but it would also be a volunteer effort not necessarily representative of the community.

Planning, Research, Education

There is no master plan that deals specifically with Colerain Township. The OKI plan and the state plan for the region include Colerain Township. No research related to recreation is conducted by the township.

APPENDIX C: COMMENTS OF STATE AND LOCAL OFFICIALS AND THE PUBLIC

LETTERS FROM INTERESTED PARTIES

The letters in this section were received in response to requests for comments on the urban recreation study for the Cincinnati-Hamilton SCSA. State and local officials and other interested parties examined the draft study and provided additional insight into the issues discussed. As a result of this input, changes have been made to portions of the text in the final report.

Page numbers and table numbers in the comments refer to the draft study. Specific comments are numbered to the left of the appropriate paragraph; responses to the numbered paragraphs are printed at the end of each letter.

NORTHERN KENTUCKY AREA PLANNING COMMISSION
CAMPBELL AND KENTON COUNTIES KENTUCKY

ELEVENTH AND LOWELL STREETS • NEWPORT, KENTUCKY • 41071
PHONE 606/431-2580 • WILLIAM W. BOWDY, AIP, EXECUTIVE DIRECTOR

July 28, 1977

Mr. John D. Cherry, Regional Director
United States Department of the Interior
Bureau of Outdoor Recreation
Lake Central Region
3853 Research Park Drive
Ann Arbor, Michigan 48104

Dear Mr. Cherry:

The comments attached represent the NKAPC's response to your request dated July 15, 1977 that we review the preliminary draft report entitled "Urban Recreation Study, Cincinnati - Hamilton Standard Consolidated Statistical Area."

This agency has focused its attention primarily on those corrections of a factual nature which we felt would improve the accuracy -- and, hopefully, the credibility -- of the final report. However, we do want to make one general comment relative to the Newport portion of the draft.

While we hope that local officials react favorably to the report's urging that existing recreational facilities be properly maintained and that a well rounded recreation program be initiated, we are equally hopeful that federal officials remain cognizant of the fact that recreation is only one of the many basic services that must be provided for out of local resources.

We appreciate the opportunity to participate in the review of this draft report, and we hope that our comments are of some help to you. Thank you.

Sincerely,

William W. Bowdy, AIP
Executive Director

BCS:db

attachment
cc: Mr. Ralph Mussman, Newport City Manager
Mr. Tom Ferrara, Chairman, Newport Citizens Advisory Council
Mr. Murph Davis, Chairman, Newport Recreation Committee of the Newport Citizens Advisory Council

NKAPC's COMMENTS

"URBAN RECREATION STUDY, CINCINNATI - HAMILTON STANDARD CONSOLIDATED STATISTICAL AREA"

PAGE		COMMENT
I-C-1	1	Reference to "I-475" should be corrected to read "I-471"
I-C-2	2	Phrase "... shift from commercial to ..." should be replaced by "... include more higher-density (multi-family)..."
	3	Phrase "... on the shores of the Licking River." should be replaced by "... in the West Side Neighborhood."
I-C-6	4	The first reason given for the erratic fluctuation in the recreation budget's percentage of change is not accurate. The city of Newport's budget <u>does</u> include Recreation as a line item.
I-C-7	5	Table 4 does not bear out the statement "It is one of two services that has not grown, however slowly, every year ..." In addition to Recreation and Transportation, Public Works and Garage, the category of Other Services also shows a reduction in per capita expenditures from 1972 to 1973.
I-C-12	6	The reference to Brighton Center's membership ($500) is obviously in error; however, it is not clear if the correct reference should be to the number of members (perhaps 500) or to a smaller dollar figure (perhaps $5.00).
I-C-14	7	The Playboy Swim Club no longer exists.
	8	The correct spelling is "Devou Park".
I-C-16	9	The baseball diamond owned and operated by Interlake Steel is actually located at that company's plant in Wilder, a small city immediately adjacent to Newport on the south.
I-C-17	10	Devou Park is misspelled again here.
I-C-18	11	Factor number (2) should be deleted entirely. TANK <u>does</u> connect Newport with regional recreation facilities. Regular bus routes have been established connecting Newport with both A. J. Jolly Park and Devou Park.
I-C-18	12	The reason given for the park board's attempt to change a per capita fee instead of a per vehicle fee was "Because suburban Campbell County communities regard their parks as their own 'turf' ..." is of questionable validity; and, unless it is documented in some way, this phrase should be deleted.

I-C-18 (cont.)

13 Information given to the NKAPC by the Newport Chief of Police indicates that the city has approximately ten police cruisers on patrol at night, and that they do patrol the parks during that time.

14 Also, the word "... legal ..." should be deleted from the last line on this page.

I-C-19

15 I-471 is the only Interstate highway facility being constructed in Newport. I-75 is in Kenton County, and I-275 is south of Newport in Campbell County.

I-C-20

16 On the first line, delete "... approve any ..." and insert "... review and make recommendations on all ..." in its place.

17 Delete the first two sentences in the second paragraph, beginning with "NKAPC also controls ..." and ending with "... or be denied funds."

18 Delete the word "... must ..." in the provision related to the school-park concept and insert "... is recommended to ..." in its place.

Delete the first two sentences in the second paragraph, beginning with "NKAPC also controls ..." and ending with "... or be denied funds."

Delete the word "... must ..." in the provision related to the school-park concept and insert "... is recommended to ..." in its place.

19 Also, in the second paragraph, delete the phrase "... yet NKAPC has the ultimate power to see where and how the money is spent." and insert a period after the word "... priorities."

I-C-23

20 Newport has two bowling alleys and two movie theaters (one of these is an "Adult" theater showing only "X-rated" movies).

RESPONSES TO COMMENTS FROM: Northern Kentucky Area Planning Commission
July 28, 1977

Comment Number	Response
1	Correction made in narrative.
2	Correction made in narrative.
3	Correction made in narrative.
4	The "line item" phrase has been deleted from the budget.
5	The narrative has been revised to reflect this situation.
6	The "500" refers to the number of members. Narrative has been corrected accordingly.
7	The narrative has been corrected to indicate that no public full-size pools exist in Newport.
8	The spelling has been corrected.
9	The narrative has been revised.
10	The spelling has been corrected.
11	The narrative has been revised to indicate that TANK does connect Newport to some recreational facilities.
12	Data sources indicate that the statement in the narrative is correct; therefore, no changes have been made.
13	This statement has been deleted from the report.
14	The word "legal" has been deleted.
15	The narrative has been corrected to indicate the eventual destruction of some of the city's homes with the construction of I-471.
16	The narrative has been revised to reflect this comment.

Comment Number	Response
17	The sentence has been reworded to indicate that NKAPC works with the NKADD in recommending the disbursement of LWCF monies, and to say that an evaluation of the distribution of LWCF funds is probably necessary.
18	Narrative has been revised.
19	The sentence has been reworded to refer to the NKADD instead of the NKAPC.
20	The data have been corrected.

Hamilton, Ohio

July 28, 1977

Mr. John D. Cherry, Regional Director
United States Department of the Interior
Bureau of Outdoor Recreation
Lake Central Region
3853 Research Park Drive
Ann Arbor, Michigan 48104

Re: D4223 Cincinnati-Hamilton SCSA

Dear Mr. Cherry:

The City of Hamilton has reviewed the preliminary draft report on urban recreation within the Hamilton-Cincinnati Standard Consolidated Statistical Area. Thank you for an opportunity to make this review; we hope that our comments are of value. We have not had a chance to read the report in depth and if any further comments are forthcoming, we will forward them to you.

We are identifying the pages where our comments would be on the left hand side and keeping our comments on the right hand side of the balance of this letter.

Page 8

1 The last sentence of the last paragraph makes a statement regarding out migration from the cities. The sentence states specifically that "congestion, pollution, noise, discrimination, and preferences for single family homes" are the reasons for movement. I seriously doubt if this study produced these conclusions. In fact, recent census material has indicated a slight movement back to the central cities nationwide. It is suggested that a documentation of the source of the statement be included or an explanation of whose opinion this is.

Page 11
Table 3

2 It is suggested that the number of household column be headed "total number of households" and that this column be moved to the left hand side of the table as the next two columns would then relate to the total number of households in giving percentages.

3 The column relating to the percent of labor force unemployed needs a date. The City of Hamilton has not had an unemployment of 3.9% for the past four years. We have had as high as 13% and I suspect that most other jurisdictions have been well above the national average. I would question these percentages.

Page 12

4 Table requires a heading title and secondly, the date of the source of the data should be indicated.

Page 24
Table 6

5 When we provided your staff this past budget data regarding parks and recreation budget and total jurisdiction budget, we emphasized that the City of Hamilton is unique and has full utilities that take over 50% of our budget (gas, water, sewer, and electric). I would question that the City of Cincinnati figures are comparable to those of the other three jurisdictions. They may have excluded their health services in arriving at the percentages. This is an extremely high percent of total budget for recreational purposes. This would change the statements on Page 25.

Page 38

6 The City of Hamilton at both the round table interviews and specific staff interviews stated that there is an iniquity in the distribution of the Land and Water Conservation funds being utilized in Ohio when CDBG funds are used as a match. Now, the General Revenue Sharing Funds can also be used as a match for the first time. This is a state mandated allocation rule and penalizes urban areas. We support direct grants to urban area when these type of rules began to penalize cities.

Again, this was a cursory evaluation of a voluminous report in a very short time, if further readings provide additional notes they will be forwarded to you.

Sincerely,

Walter B. Blair

Walter B. Blair
Planning Director

WBB:ma

RESPONSES TO COMMENTS FROM: Planning Director, Hamilton, Ohio
July 28, 1977

Comment Number	Response
1	This statement has been deleted.
2	All tables and headings will be made consistent in the final report.
3	All information presented in this table is based on the 1970 census. The final report will also include 1976 unemployment estimates.
4	The table has been corrected as suggested.
5	Table 2 (formerly 6) indicates priority afforded recreation relative to other services. This is not the only indicator of importance. Table 3 (formerly 7) indicates that Hamilton has a fairly high per capita expenditure for recreation. Table B-1 in the appendix discussing Cincinnati indicates that health and welfare expenses are included in the city's budget figures, from which the percentages mentioned were derived.
6	No comment necessary.

City of Cincinnati

COMMISSIONERS:
MORST JOHNSON
PRESIDENT
PAUL H. TOBIAS
1ST VICE PRESIDENT
HARRY M. HOFFHEIMER
2ND VICE PRESIDENT

BOARD OF PARK COMMISSIONERS
950 EDEN PARK DRIVE
CINCINNATI, OHIO 45202
352-4080

FREDERICK L. PAYNE
DIRECTOR

July 28, 1977

Mr. John D. Cherry
Regional Director
Bureau of Outdoor Recreation
Lake Central Region
3853 Research Park Drive
Ann Arbor, Michigan 48104

Dear Mr. Cherry:

I am pleased to have this opportunity to review and comment on the preliminary draft report on urban recreation within the Cincinnati-Hamilton Standard Consolidated Statistical Area.

May I first compliment you and your staff for an outstanding job on the report. Iam especially pleased that the federal government is interested in investigating the problems and opportunities in park and recreation for urban areas.

The following are a few corrections and comments concering the report:

1 Page 18 -- Incorrect. The parks movement in Cincinnati began as early as 1817 when the first park in Cincinnati was donated. As early as 1840, the City of Cincinnati was providing funds for security for that first park. Parks were developed in the mid-1800's in Cincinnati. An earlier Cincinnati Park Board was established in 1861 by the City of Cincinnati. That initial board was abolished and another established in the 1890's. Our current Board dates back to the Board established in 1906.

2 Page 28 - Table 9 -- Cincinnati : Park Dept. Recreation Dept. Proper titles are : The Cincinnati Board of Park Commissioners and the Cincinnati Recreation Commission.

3 Page 62 -- The Cincinnati Park Board also operates community gardening programs.

Equal Opportunity Employer

Page 132 -- This first paragraph leaves out mention of the fact that the Cincinnati Park Board is in the process of acquiring frontage on the Little Miami River, both on the southeast and northwest banks of the river adjacent to the Beechmont Levee. In addition, the Park Board is acquiring land from the rear of Stanbery Park to the Little Miami River following the Stanbery Creek to provide a Little Miami River Corridor. The project totals an estimated $600,000 and represents funding from the U.S. Department
4 of Interior, Bureau of Outdoor Recreation, The U.S. Department of Housing and Urban Development through a Community Development Block Grant, and City of Cincinnati capital monies.

5 Appendices -- Page I-A-4 -- Same error as noted earlier. The park movement in Cincinnati began in the early 1800's.

Appendices -- Page I-A23 -- Second paragraph. Incorrest statement. The opportunity to acquire large tracts of open space is Not passed in Cincinnati. Indeed, quite a few large tracts of land are proposed for acquisition by the Park Board to be preserved
6 as valuable open space. The problem that exists is the lack of capital monies to acquire these tracts at a time when their preservation is being threatened. Much of this valuable open space land may be lost to high-density construction if the Park Board does not obtain the capital for acquisition.

Appendices -- Page I-A-58 -- Top of page. Please see Page 82.
7 Mention should be made here of the Parks/Recreation/Open Space Master Plan for the City of Cincinnati now being developed by the consultant firm of Auble, Mitchell, Burgess Inc.

With these minor corrections, I find the report outstanding and a true reflection of our operations in the city.

Please feel free to call me should you need any additional information or clarification. I join my staff in looking forward to the completed national report.

Sincerely,

Frederick L. Payne

Frederick L. Payne
Director of Parks

FLP/MI/gw

RESPONSES TO COMMENTS FROM: Cincinnati Board of Park Commissioners
July 28, 1977

Comment Number	Response
1	The narrative has been revised to include this new information.
2	The titles have been corrected.
3	No comment necessary.
4	The proposed acquisition has been acknowledged in the narrative.
5	The narrative has been corrected to include this new information.
6	The narrative has been revised to correct the statement regarding the acquisition of open space.
7	The narrative has been corrected.

THE MIAMI CONSERVANCY DISTRICT
38 EAST MONUMENT AVENUE
DAYTON, OHIO 45402
513 223-1271

Board of Directors
ROBERT S. DELMAN
President
WILLIAM H. HOBART, JR.
Vice President
LLOYD GOGGIN

WATER RESPONSIBILITY

July 26, 1977

Mr. John D. Cherry
Regional Director
U.S. Department of the Interior
Bureau of Outdoor Recreation
Lake Central Region
3853 Research Park Drive
Ann Arbor, MI 48102

Re: Urban Recreation Study
Cincinnati-Hamilton SCSA

Dear Mr. Cherry:

The Miami Conservancy District staff has completed a cursory review of the draft Urban Recreation Study. The District's comments are generally restricted to those sections of the plan dealing with The Miami Conservancy District or the Great Miami River Corridor.

1) Page 16, Paragraph 5 - The second sentence regarding water quality in the Great Miami River should be modified by inserting "occasionally" between "study area" and "violates".

2) Page 32, Paragraph 2 - The references to LWCF grants of $9,510 million on Page 32 and $3,978.7 million of Page 34 appear decimally incorrect.

3) Page 104, Paragraph 1 - Reference in last sentence to Little Miami Floodplain should read Great Miami.

4) Page 123, Paragraph 1 - The fifteenth line infers that sand and gravel operations are not suitable in flood prone areas. Since this resource is primarily found in these areas, exclusion would create a serious supply problem.

5) Page 165, Paragraph 4 - Although The Miami Conservancy District does have an ongoing floodplain acquisition program, our resources are limited. It is doubtful that with present funding restrictions, this District could create a serious impact in the Great Miami River Group park acquisition.

6) Page 166, Paragraph 3 - The Miami Conservancy District advises local zoning authorities on floodplain matters, but does not have the authority to control such use.

7) Regarding the conclusions from this study, the staff of The Miami Conservancy District particularly supports the following:

   a) Additional priority to development of urban River Corridor projects.

   b) Increased funding for the acquisition and development of River Corridor floodplain lands.

   c) Expansion of the state's contingency reserve monies in the LWCF to be used for deserving "opportunity acquisitions", requiring minimal prior BOR approval.

   d) Increase in the Federal share of LWCF program for urban park acquisition and development.

   e) Use of a portion of the LWCF for operation and maintenance of existing recreational facilities.

Overall, the District would like to congratulate the study team that prepared this report, for a comprehensive evaluation of a complex problem.

The District appreciates the opportunity to review this material and looks forward to continued cooperation between our two agencies.

Very truly yours,

THE MIAMI CONSERVANCY DISTRICT

By: Donald T. Williams

Donald T. Williams
Chief Engineer

RESPONSES TO COMMENTS FROM: Miami Conservancy District
July 26, 1977

Comment Number	Response
1	Narrative has been adjusted.
2	Narrative has been corrected.
3	Narrative has been corrected.
4	No land use change has been suggested in this portion of the report. The comment is merely acknowledging the presence of development along the river.
5	The referenced material is only one option for alleviating the problem. Obviously, additional investigation and possible funding would be necessary if the option were to be used.
6	Narrative has been corrected to reflect the comment.
7	No comment necessary.

FORUM
college hill

P.O. Box 24086
Cincinnati, Ohio 45224
July 25, 1977

Mr. John D. Cherry
Regional Director
U.S. Dept. of the Interior
Bureau of Outdoor Recreation
3853 Research Park Drive
Ann Arbor, Michigan 48104

Ref: D4223 Cinn - Ham. SCSA

Dear Mr. Cherry:

Thank you for allowing me to review a preliminary draft of the Urban Recreation Study for the Cincinnati Hamilton SCSA.

It is, by and large, a well prepared and thoroughly researched document, I have little quarrel with your conclusions and especially commend you on the following recommendations:

1. Improvement of CETA requirements
2. Establishment of a single agency to handle recreation funding
3. Expansion of funding to indoor recreation and rehabilitation of older structures.
4. Land use plans at state and federal levels
5. Tax incentives for non-development of land
6. Encouraging use of volunteers

In regard to the latter it would be helpful if the federal government would have a program to fund training of volunteers in programs such as horticultural maintenance. (An alternative might be for the state to provide such technical assistance to train volunteers for local governments.)

I do object to a recommendation that an agency be forbidden to utilize federal monies for futher acquisition if it is not maintaining existing facilities.

When I was co-convenor of the Cincinnati Community Organization Program Evaluation (C.O.P.E.) Task Force on Parks, Recreation and Open

Space in 1973, our group recognized the great need for maintenance and placed it before development. However, it also recognized the fast disappearance of urban open space and the necessity to purchase park and recreational community center land as soon as possible. The number one priority of this body was an acquisition program over the next 20 years, coupled with up grading of maintenance, followed by development. I remain an adherent of that philosophy.

You do make provisions for acquisition thru private agency land banking, but I do not believe you should preclude public agencies from this same privilege.

One matter which has not been mentioned is the Ohio rule that
CD funds may only cover 50% of the local required match for B.O.R.
1 funds. At one time CD funds could cover the entire local match. It would be beneficial to local governments if they could again rely on a 100% CD match, thus freeing up an amount of money for maintenance.

In the appendices it was noted that "the seven neighborhoods of Cincinnati which were analyzed were either unable or did not care to address the role of the federal, state or county in helping to operate city facilities which meet regional needs".

While I cannot speak for the other six neighborhoods, nor any one
else you may have interviewed about College Hill I must note that this
subject did not specifically come up in the questions presented to me.
The thrust of questions was aimed toward our local facilities and my
opinion of how local government was managing them. I did mention the
2 problems of CETA funding especially in regard to the federal requirement that CETA employees be laid off prior to any city cutbacks of its municipal employers. This regulation hurt the park department greatly.

Had the question been directly asked of me one response would have been to request state or federal assistance for upgrading the stock and adding to the maintenance and professional crews of the Mt. Airy Forest Arboretum - a potential source of great botanical knowledge for the O.K.I. region.

There also needs to be made a few factual corrections in regard
to the situation in College Hill: On page 1 A70 of the Appendices,
several high school fields are mentioned. There is but one high school
and its field is not generally used by the public because of its poor
3 quality. There is a field next to a grammar school which is used by the recreation department on a regular basis, except when the board of education's needs are - expt its use.

4 On page 1 A71 our hillsides is listed as being in an Eq District.

Alas - it is not yet so. We are trying to have it designated by the planning commission in order to control, not only erosion, but also visual blight.

One happy update is that we have succeeded in achieving the CDD funds for our Town Hall to be used as a headquarters for community organizations - something somewhat different from the Community Center which we still hope to achieve in the future when fiscal resources are a little better.

And finally, there are two minute corrections for organizations which I have been associated with in the past. The volunteer group begun to assist the parks is call Friends of Cincinnati Park, Inc. not
5 Friends of the Park, and the organization concerned with hillside protection is the Cincinnati Institute (TCI) with a capital .

Again, congratulations on completion of massive work. The deficiencies of human communication make trivial errata inevitable. The more important result lies in the number of astute conclusion reached and solutions suggested. I look forward to future administrative changes being authorized by Congress so that the future of parks and recreation in the place of our American society may be brighter.

Sincerely yours,

Jerene K Johnson
Community Coordinator

JJ;eb

RESPONSES TO COMMENTS FROM: College Hill Forum
July 25, 1977

Comment Number	Response
1	The matter concerning the use of CDBG funds in matching LWCF monies has been added in the narrative.
2	The information about the layoff of CETA employees has been included in the narrative.
3	The data on the number of schools has been corrected.
4	The narrative has been revised to mention the proposed inclusion of the area in an EQ district.
5	The name of Friends of the Cincinnati Park, Inc. has been corrected. The portion of the draft naming the other organization has been eliminated from the final report.

City of Cincinnati

PETER W. SWENTY, CHAIRMAN
ESTELLE B. BERMAN, VICE CHAIRMAN
SAMUEL T. BRITTON
JAMES C. CISSELL
WILLIAM V. DONALDSON
WILLIAM J. ENNIS
L. MONTY ERB

CITY PLANNING COMMISSION
ROOM 226, CITY HALL
CINCINNATI, OHIO 45202
PHONE 352-3671

HERBERT W. STEVENS
DIRECTOR OF CITY PLANNING
JOHN B. SHEBLESSY
ASSISTANT DIRECTOR
OF CITY PLANNING

July 29, 1977

Mr. John D. Cherry
Regional Director
United States Dept. of the Interior
Bureau of Outdoor Recreation
Lake Central Region
3853 Research Park Drive
Ann Arbor, Michigan 48104

Dear Mr. Cherry:

This is pursuant to your request for review and comments on the two preliminary documents: the Urban Recreation Study, Cincinnati-Hamilton Standard Consolidated Statistical Area and the City, and Appendix I-A, City of Cincinnati.

I find the studies very perceptive and quite accurate in their references to Cincinnati and the park and recreation issues. Possibly some of the issues could be combined, such as: No. 2 and No. 11, dealing with the negative attitude of local officials towards recreation and open space and assignment of low priority to same; No. 7 and No. 12, dealing with inadequate staff; and No. 8 and No. 9, dealing with school facilities and need for greater cooperation.

One of the most important issues is the matter of acquisition and other programs that produce new facilities, with no follow-up in operational assistance, which then produces mounting budget problems. The local complaint on this score seems to be constant.

1 On Page 146, line 10, change the word "worse" to "better."

2 On Page 149, third last line, reference to the Riverfront Advisory body should read: "Cincinnati Riverfront Advisory Council."

3 On Page 159, under Dry Run, reverse the location reference; change "eastern" to "western" and "western" to "eastern", since Dry Run is in eastern Hamilton County.

With reference to the Appendix I-A, City of Cincinnati, I have the following suggestions:

4 On Page 1-A-2, on the 7th line under Socio-Economic Characteristics, should be added: "lathes, milling machines, machine tools, valves." These are important Cincinnati industries.

Equal Opportunity Employer

On Page 1-A-6, reference on the 3rd line to Department of Parks,
5 should be changed to Department of Recreation.

On Page 1-A-65, I suggest revising the description of Camp Washington. The second sentence under Area description should read as follows: "Located in the City's heavily industrialized Mill Creek Valley about two miles north of the Ohio River, it is bounded on the north
6 by the City Correctional Center (Work House), on the east by I-75, on the south and west by industrial concentrations. It is a neighborhood of high unemployment, deteriorated housing and, until recently, had the highest per capita crime rate in the City."

In the same text, under Area Description, on the second last line,
7 it should say: "The German families migrated. . " (eliminate the word, "fled.")

On Page 1-A-68, the neighborhood analysis refers to the Clifton community. Eliminate the word, "Heights." Community people are very sensitive about their community names and since Fairview/
8 Clifton Heights is an entirely different kind of community, this would not be received very well. Also, the word "Heights" should be eliminated under Area Description and Neighborhood Recreation Facilities.

The first paragraph under Neighborhood Recreation Facilities should read: "Clifton's major recreational facility is Mt. Storm Park, an attractive passive type park located on a high promontory which
9 provides an interesting view of the Mill Creek Valley to the south, west and north. Mt. Storm is part of the park system operated by the Department of Parks and forms a part of the neighborhood's northwest boundary. A portion of Burnet Woods, although east of the Census Tract boundary along Clifton Avenue customarily used to define the community, is functionally a part of Clifton. From Clifton, Burnet Woods provides almost a mile of open space running south to the University of Cincinnati Campus.

I trust the above is useful to you.

Sincerely,

John B. Sheblessy
Assistant Director of City Planning

JBS:pb

RESPONSES TO COMMENTS FROM: Cincinnati City Planning Commission
July 29, 1977

Comment Number	Response
1	This sentence was eliminated from the final report.
2	Narrative has been revised.
3	Narrative has been corrected.
4	These facts have been added to the report.
5	The statement has been corrected.
6	This section (neighborhood analysis) has been eliminated from the final report.
7	This section (neighborhood analysis) has been eliminated from the final report.
8	This section (neighborhood analysis) has been eliminated from the final report.
9	This section (neighborhood analysis) has been eliminated from the final report.

BRIGHTON CENTER, INC.
P. O. BOX 325
746 CENTRAL AVENUE
NEWPORT, KENTUCKY 41072

PROGRAMS OF
NEIGHBORHOOD
SERVICE

TELEPHONES
431 5649
431 5170

August 4, 1977

Mr. John D. Cherry
Regional Director
U.S. Dept. of the Interior
Bureau of Outdoor Recreation
3835 Research Drive
Ann Arbor, Michigan 48104

Dear Mr. Cherry,

I am writing in response to your letter of July 15 requesting my comments on BOR's urban recreation report for the Cincinnati/ Hamilton SCSA (D42223).

Because of the size of the report and the limited time period for replies, I was only able to give my attention to the Appendix-1-C (City of Newport). Therefore, I will confine my remarks to that section.

On the whole, I think that your report accurately reflects the deteriorating condition of Newport's recreation services. In my opinion, the two primary causes are the lack of planning of recreation programs by the city (p. 1-C-15) and the lack of funding that is adequate enough for a diversified recreation program (p. 1-C-19 and 1-C-29).

Presently the biggest obstacle to federal help for urban needs is the fact that BOR grants must go through the Area Development District which decides what proposals will be funded. The Northern Kentucky Area Development District is comprised of the 8 northern most counties in Kentucky. However, only 2 of the 8 counties can be considered urban. Consequently, this "rural prejudice" that dominates our ADD board makes it very difficult to acquire funding for urban programs. Rural domination of funding bodies is a prevalent problem throughout the south and most of our proposals do not even receive serious consideration. As long as this funding method is used, even more federal money will not alter the situation. Therefore, I strongly endorse your suggestions on page

A United Appeal agency

1-C-29 that funds be disbursed directly to local non-profit groups. The less politics involved the better.

Finally, I would like to bring to your attention to some inaccurate statements that are made in Appendix 1-C concerning the operations at Brighton Center:

(1) Pg. 1-C-12-The last sentence says that membership in Brighton Center programs is $500. This is a printing mistake. It should read "membership is approximately 500 people" not dollars.

(2) Pg. 1-C-12-The report says that BC is located in the east side. Actually, our main office is in the west end, but we do have limited programming in East Newport.

(3) Pg. 1-C-23-Your report states that BC is not in the East End neighborhoods. Actually, we have received some funding from the United Appeal to offer a limited amount of services in East Newport.

(4) Pg. 1-C-37-The report says that there is a membership fee for BC programs. We do not charge a fee of any kind for any of our recreation programs.

I realize that you will not receive this correspondence until after your filing deadline. I want to apologize for that, but I did not receive the report until July 24 and this is the first opportunity I have had to read it and make observations. I hope that there is still time for you to consider my corrections.

I am especially concerned about the inaccuracies about Brighton Center that are in your report. Our recreation programs are funded entirely by United Appeal and Title XX government grants. Any implication that we charge a fee for these services will cause us difficulties with these two funding bodies.

I am looking forward to seeing your final report and I hope that it has some impact in Washington. Thanks for your time and consideration.

Sincerely,

Mike Whitehead

Mike Whitehead
Community Organization Department

jw

RESPONSES TO COMMENTS FROM: Brighton Center Inc.
August 4, 1977

Comment Number	Response
1	This item has been changed in response to similar comment of NKAPC.
2	"East side" changed to "west end."
3 and 4	These comments are acknowledged but no change is necessary because the neighborhood analyses have been deleted from the final report.

Board of Park Commissioners
Hamilton County Park District

SAM BENEDICT
RICHARD H. DURRELL
LOUIS NIPPERT
WILLIAM E. CANEDY
Director Secretary
STEWART L. WILSH
Assistant Director Secretary

Hamilton County Park District

10245 WINTON ROAD • CINCINNATI, OHIO 45231 • 521-9866

"To enhance the quality of the environment, to preserve and protect the natural resources of the Park District, and provide leisure time opportunities in the out-of-doors for the present and future generations."

Golfing

Paddle Wheeler

Picnicking

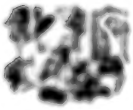
Riding

Fishing

Boating

Hiking

Camping


Nature Study

Projects

Total Park Acreage	5773
Fairbanks Warner Projects	83
Urban Whitewater Forest	1951
Sharon Woods	740
Shawnee Lookout	1010
Winton Woods	2041

July 21, 1977

Mr. John D. Cherry, Regional Director
United States Dept. of the Interior
Bureau of Outdoor Recreation
Lake Central Region
3853 Research Park Drive
Ann Arbor, Michigan 48104

Re: D4223 Cincinnati - Hamilton SCSA

Dear Mr. Cherry:

Thank you for giving the Hamilton County Park District an opportunity to review and comment on the preliminary draft report on urban recreation within the Cincinnati-Hamilton Standard Consolidated Statistical Area (SCSA). I have read the report very carefully and have the following comments:

(1) It is important to note, and should be emphasized that Park Districts in Ohio are <u>not</u> eligible for, and do not receive, Community Development Funds or Federal Revenue Sharing Funds which are received by municipalities including Townships. HUD during the last few years has concentrated on inner-city projects. The Land and Water Conservation Fund made available to Park Districts to assist with land acquisition is the only Federal Grant money now available to Park Districts. It is hoped continued emphasis will be placed upon using the Land and Water Conservation Fund for land acquisition assistance for Park Districts since no other Federal monies are being made available to those special districts.

(2) <u>Land acquisition is of the utmost importance</u> at this critical stage of development of metropolitan areas. Commercialization and residential development is increasing rapidly in suburban areas. Land must be acquired and preserved <u>now</u> while the land is still available and while the cost is still within the means of Governmental agencies to acquire. Help from the Federal Government

to help the local agencies such as the Hamilton County Park District, to acquire these lands now is critically needed.

(3) The preservation of land, and especially the preservation of land in a natural state, is also of critical importance. A high percentage of land must be retained in a natural state and deliberately set aside permanently for no development. It should not be implied that land permanently preserved is "undeveloped land" but rather it shaud be stressed the land is permanently preserved in a natural state for the benefit of the environment -- for the benefit of the citizens themselves. The Hamilton County Park District has a goal of retaining 80% of the land in a natural state in each park area.

(4) Although high priority is given to the preservation of land in a natural state and deliberately retained for no future development, recreational facilities are provided which are compatible with the preservation of natural resources. The development of recreational facilities will be increased in the future, however, the priority for preservation of natural land should not be changed. In future years, as this county continues to grow with commercialization and residential development the only place where the citizens will be able to enjoy undeveloped or natural land will be in a Park District Park.

(5) I believe it is important to emphasize in the report the funds made available to the Hamilton County Park District by the voters in 1973 was in response to the pledge of the Park District that there would be additional land acquisition and that it would be preserved in a natural state. This philosophy is recognized and appreciated by the majority of the taxpayers. That tax levy passed by over 60% in favor.

(6) The total acreage acquired by the Hamilton County Park Districts should be updated to approximately 8,000 acres in 14 parks.

(7) Master plan for the Hamilton County Park District - we would hope that some correction would be made to the comments on page 69. A master plan was begun for the Hamilton County Park District by the Hamilton County Regional Planning Commission in early 1973 in anticipation the extra tax levy would be approved. That plan is

still valid today and it is a long-range plan. Plan was a good one and was the result of many years of research and on site inspection, in addition to very detailed studies of aerial photographs. The plan took into account an original master plan made some 30 years ago and was brought up to date with detailed studies indicated above. There were many meetings with the Director and the Staff of the Hamilton County Park District and this did involve on site inspections. Additional on site inspection and research was made by the Park District Staff over the years and this was included in the Hamilton County Regional Planning Commissions report. The implementation of that master plan is taking place now and the plan is obviously a very practical and comprehensive one.

An important part of that master plan was detailing of some very important and unique geological areas in the District which should be preserved. The plan also took into account the Little Miami River Corridor and also recommended the expansion of several of the existing Park District Parks.

The master plan was obviously governed by the availability of remaining open space in 1973. The eastern section of Hamilton County is very heavily populated and open space there is not as readily available as it is in the western part of the county.

(9) Conclusion - the voters of Hamilton County obviously appreciate the natural area philosophy, with a balanced recreational program compatible with the preservation of natural resources, because of its overwhelming approval of an extra levy - the Park District is acquiring land in an orderly manner as determined by a very comprehensive master plan - future trends indicate there will be a great deal of pressure on this Park District as greater use will be made of the metropolitan parks - assistance from the Federal Government to Park Districts is desperately needed to assist with land acquisition while the land is still available in the metropolitan areas of Cincinnati.

Again, we thank you very much for the opportunity to comment upon the report. We compliment your department on a very detailed and comprehensive report. Obviously much work went into that report through many interviews and research.

Respectfully,

HAMILTON COUNTY PARK DISTRICT

WILLIAM E. CANEDY
Director-Secretary

jh

RESPONSES TO COMMENTS FROM: Hamilton County Park District
July 21, 1977

Comment Number	Response
1	This comment has been acknowledged with the addition of a paragraph in the final report.
2	The comment is appreciated. No change necessary.
3	The comment is appreciated. No change necessary.
4	The comment is appreciated. No change necessary.
5	A statement has been added indicating that passage of the 1973 tax levy occurred because of the pledge of HCPD that additional land would be acquired and that it would be preserved in a natural state.
6	The amount of acreage has been changed in response to this comment.
7	The report has been changed to indicate the opinion of the Hamilton County Park District regarding the 1973 master plan.
9	The comment is appreciated. No change necessary.

ODNR
Ohio Department of Natural Resources
Fountain Square · Columbus, Ohio 43224 · (614) 466-3770

July 29, 1977

Mr. John D. Cherry, Regional Director
U.S. Department of the Interior
Bureau of Outdoor Recreation
Lake Central Region
3853 Research Park Drive
Ann Arbor, Michigan 48104

Dear Dave:

Enclosed please find the Ohio Department of Natural Resources' comments on the Cincinnati Urban Study Preliminary Study.

Sincerely,

Donald G. Olson, Chief
Office of Outdoor Recreation
Services

DGO:sjd

JAMES A. RHODES, Governor · ROBERT W. TEATER, Director

COMMENTS ON DRAFT PROPOSAL
URBAN RECREATION STUDY

Cincinnati-Hamilton Standard Consolidated Statistical Area

U.S. Department of the Interior

July 29, 1977

We appreciate the opportunity to review the preliminary draft report on urban recreation within the Cincinnati-Hamilton Standard Consolidated Statistical Area. We have made our comments as specific as possible with the viewpoint that ours is a unique perspective as the "go-between" in local federal interaction. Hopefully, our comments on this and the previous report for the Cleveland-Akron-Lorraine area will provide valuable input to this much needed research study.

Page 21 Reliance on Federal Funds

Local agencies must reassess their priorities as to obtaining funds for parks and recreation. The ability to obtain federal funds is highly desirable as a supplement to recreation, but should not preclude the
1 desirability to maintain a degree of self-sufficiency and independence. Local officials should supplement the use of federal funds by promoting the values of recreation and using the available procedures for raising local monies for the operation and maintenance of parks.

Page 29 Timing and Unpredictability of Funds

Delays in funding are often caused for two reasons:

1. A project may be disapproved because funds for the year were depleted, thus forcing the locals to wait another year to re-apply; or
2. Once a project is approved procedural delays cause the projects to overextend their eligibility - delaying completion several years.

Examples of projects in the Cincinnati area which have not been completed long after their approval are Project 39-00118 (Cincinnati Boating Development), Project 39-00153 (Cincinnati Riverfront, Phase II), and Project 105 (Burton Playground). It is unfortunate that any time delays occur and we continue to support any and all efforts to reduce red tape and slow procedures.

It should also be noted that despite comments from Cincinnati area officials about funding delays they have endured enough to lead the state in receipt of funds from the LWCF. (Statements on this issue also apply to pages 182-184.)

Page 38 LWCF Review System

Almost all Ohio jurisdictions have capital improvement plans which are projected two to six years in advance. The jurisdictions should have LWCF applications programmed within their capital improvement plans, reflecting proficient administration. Many officials claim that the state's
3 annual funding policy actually helps by forcing them to make plans in advance. (Statement also applies to alternative 2, page 182.)

Page 43 Financial Assistance for Recreation

In addition to funding sources listed local jurisdictions may receive
4 financial assistance for recreation through the State Waterway Safety Fund which provides monies for water-based recreation facilities and safety programs.

Page 44 State Legislation

It should be noted that the information quoted from the Ohio SCORP
5 concerning proposed legislation is outdated. Since this fact is not

reflected in your report we feel that the status of several of these legislative issues should be clarified.

A. Natural Resources and Water Development Bond Issues

The Ohio Legislature is not considering any sales tax increase or tax increase at this time.

B. License Fee Restructure Legislation

Under present law ODNR does receive monies obtained through license fees for off-road vehicles. It does not receive monies from camping vehicles license fees.

C. Boating Legislation

The Ohio Legislature is not considering any increases in the portion of gasoline tax monies that go into the Waterways Safety Fund. ODNR is proposing legislation be enacted that will change the procedures for charging license fees for boats which will subsequently increase revenues.

Page 47 Federal Grants

The State provides local jurisdictions a greater amount of flexibility in funding than would direct grants from the federal government. Direct grants would probably force agencies to spend their annual allocations or face losing them the next year. The state also affords a greater amount
6 of responsiveness because it receives more direct input and has more intimate ties to local agencies. (This statement also applies to alternative 2, page 182.)

Page 49 Critical Expenditure Deficiencies

The Land and Water Conservation Fund has met the intent of Congress as a supplement to state and local acquisition and development projects. Those agencies that are closely involved with the program actively support
7 this intent. Because the objectives of the fund are being met we do not feel that it is justifiable to have the fund further subsidize local recreation programs through funding of operations and maintenance.

Page 50 Indoor Facilities

Indoor facilities cannot act as a substitute for outdoor recreation and open space. Such statements reflect an insensitivity to the problems of providing adequate open space for recreation in the face of increasing
8 urbanization pressures. The conversion of open space is a perpetual concern and has little relationship to the provision of indoor recreation. (Statement also applies for alternative 1, page 202).

Page 51 Opportunity purchases

We do not see the need for a special fund to assure the acquisition of opportunity purchases since we can and do grant waivers to allow locals
9 to initiate proceedings for such purchases without delaying purchase or losing eligibility for funding. (Comment also on page 184).

Page 70 SCORP

Ohio's SCORP is intentionally broad in scope to allow local jurisdictions flexibility in assessing their needs and developing programs to solve their problems. Moreover, we favor local and regional jurisdictions
10 to produce open space and recreation plans as a supplement to SCORP so that they can directly input into the development of recreation facilities in their respective areas.

Pages 70, 71 Technical Assistance

Our department has, and will continue to provide technical assistance, in many forms, to local agencies. The Cincinnati Department of Recreation
11 and Department of Parks will be advised that an entire chapter on recreation for the handicapped is included in the current SCORP.

Page 72 Recreation Research

We support the need for recreation research and point to Ohio's
12 SCORP as a means to identify recreation needs and provide policies to

overcome these deficiencies. We also agree that the setting of higher priorities for recreation should be the result of such research. Unfortunately, many local jurisdictions are evidently content with maintaining recreation at current levels. (Comments also apply to alternative 4, page 196).

Pages 73-76 Park and Recreation Resources

The use of open space acreage and facility standards from the OKI Open Space Plan is questioned since this information has been
13 subsequently updated in the current SCORP. In addition, the classification of park and recreation areas should be based on the Ohio Recreation Model in the SCORP.

Page 177 Issue

Alternative 2 is viable since the opportunity for funding recreation through these sources already exists. The problem, however, is that local officials often give recreation low priority such that it receives token amounts of funds. Alternative 3 would have to provide funds on an almost state-wide basis because of Ohio's highly urbanized condition. To provide these funds for only the larger urban areas would be inequitable
14 because they already receive well over 75 percent of the available LWCF monies. This, of course, answers the recommendation in alternative 4. Contrary to alternative 5 the State legislators are not considering a sales tax increase. We support the concept of local initiative to acquire funds, as proposed in Alternative 9.

Page 194 Alternative 1

Presently the allocation of contingency monies often takes longer to process than does the normal fund allocations. The system
15 would have to be streamlined considerably to make the expansion of contingency reserve monies a viable alternative.

Page 190 Alternative 4

The LWCF is not intended to be a "catch-all" program which serves to totally subsidize recreation for local jurisdictions. We are in
16 favor of the CETA program and feel that any changes in funding recreation personnel should be through that program, not the LWCF program.

Page 198 Alternative 4

The State encourages land banking in policy statements supporting
17 this practice in SCORP and by encouraging grant applications for acquisition through the LWCF.

CONCLUSION

We hope that our comments will prove satisfactory and beneficial to you in the preparation of the final draft of this study. While providing comments that will help increase the plan's utility we also tried to present our position on many of the issues and statements throughout the text. Our main concern is adequate coordination and administration of funding recreation projects. This and the need to assess priorities and responsibilities seem to be the most pervasive elements in the study. We feel

that many of the proposed alternatives to the major issues are infeasible and that more practical financial and administrative approaches to urban recreation should be considered. Hopefully, the final draft of this and the other urban area studies will produce an effective working document that will help in the coordination of local, state and federal efforts to develop quality park and recreation facilities.

RESPONSES TO COMMENTS FROM: Ohio Department of Natural Resources
July 29, 1977

Comment Number	Response
1	Your views are appreciated and will be considered in development of the national report.
2	The comments will be considered in the development of the national report.
3	The comments will be considered in the development of the national report.
4	The State Waterway Safety Fund has been discussed.
5	The narrative pertaining to Items A, B, and C has been modified.
6	This comment will be given consideration in development of the national report.
7	This comment will be given consideration in development of the national report.
8	This comment will be considered in development of the national report. However, it should be pointed out that the statements reflect the perception of local agencies. It is suspected that these opinions do not indicate a failure to recognize the value of open space and outdoor recreation as much as they recognize the critical need for indoor facilities, especially at the neighborhood level.
9	Your comment will be considered in development of the national report.
10	Your comment will be considered in development of the national report.
11	No comment necessary.
12	Your comment will be considered in development of the national report.
13	SCORP data should be checked.
14	Comments on the various alternatives will be given consideration in development of the national report.
15, 16, and 17	Your comment is appreciated. No change is necessary.

DEPARTMENT OF THE ARMY
OHIO RIVER DIVISION, CORPS OF ENGINEERS
P. O. BOX 1159
CINCINNATI, OHIO 45201

ORDPD-R

29 July 1977

U.S. Department of the Interior
Mr. John D. Cherry, Regional Director
Bureau of Outdoor Recreation
Lake Central Region
3853 Research Park Drive
Ann Arbor, MI 48104

Dear Sir:

In response to your letter dated 15 July 1977 the following review comment is furnished on your draft report, subject: "Urban Recreation Survey --- Cincinnati-Hamilton Standard Consolidated Statistical Area (SCSA)".

Page 120, paragraph 2 should be revised as follows:

> "The Mill Creek Ohio Local Protection Project was authorized under the Flood Control Act of 1970, PL 91-611. A plan to combine structural flood protection mechanisms with recreation opportunities was developed by the Corps of Engineers in conjunction with local and state agencies and private organizations. The proposed recreation development will be a lineal plan between
> 1 Evendale and Salway Park and will consist of trails and pocket parks along 11 miles of the total 18 miles of channel improvements. This development will increase the existing recreation resource base by 164 acres. Its major objective is to unite existing parks and to complement them with new recreation areas and facilities."

We appreciate the opportunity to review and comment on your report.

Sincerely,

Harold W. Beemer

HAROLD W. BEEMER
Acting Chief, Planning Division

RESPONSES TO COMMENTS FROM: Ohio River Division, Corps of Engineers
July 29, 1977

Comment Number	Response
1	Your suggested rewording has been used in the final report in the discussion dealing with the Mill Creek, Ohio, Local Protection Project.

hamilton county regional planning commission

405 temple bar building
138 east court street
cincinnati, ohio 45202
phone 513 632 8401

james r carruthers chairman
ernest w combs executive director

August 16, 1977

Mr. John D. Cherry, Regional Director
U.S. Department of the Interior
Bureau of Outdoor Recreation
Lake Central Regional
3853 Research Park Drive
Ann Arbor, Michigan 48104

Re: D4223 Cincinnati-Hamilton SCSA

Dear Mr. Cherry:

Certain members of our staff recently reviewed the preliminary draft report on the Urban Recreation Study for the Cincinnati-Hamilton Standard Consolidated Statistical Area, following which I have reviewed especially that part relating to Planning, Research and Education. With respect to the latter, we have several comments and corrections to offer for your consideration.

First of all, while we recognize that the emphasis of the report is active recreation, this section is unduly critical and not completely accurate relative to areas of either active or passive recreation, particularly the latter. As you may know, the Hamilton County Regional Planning Commission worked with the County Park District in developing a plan and guide for the acquisition of large areas of open space having natural features that needed preservation, and these areas afford opportunities for active recreation as well as their scenic and naturalistic resources and constitute a balance geographically in the county. Funds for acquiring these lands were approved by the county electorate in 1973.

1 In addition, the 1964 Parks and Recreation Plan referred to on page 68, is currently being studied and has been for two years or more with reference to specific townships in developing park plans for such townships, and an open space study is being completed for the county with the help of a 701 urban planning grant from the Department of Housing and Urban Development. I do not know what is meant by "real-
2 live" long-range planning, but I would not agree that the 1973 plan for the Park District was merely a modification of the thinking of

county commissioners (the Board of County Commissioners was not involved in this plan but rather the Board of Park Commissioners, and the plan was prepared in collaboration with their staff).

3 I likewise would disagree with the statement that the county and township officials are "insensitive" to the importance of recreation. On the contrary, over the last three years, we have been importuned on many occasions by officials of townships, including especially Anderson, Sycamore, Springfield, Colerain and Green, to help them in recreation planning and the securing of land for such use. None of the townships is "preoccupied" with zoning, most of which is county and not township zoning, in Hamilton County, and the townships have no authority whatever in land subdivision, other than their acceptance of certain streets for maintenance after the subdivision is developed. The statement concerning a county regulation is inaccurate; there is no such regulation, and the County Commissioners do not have the responsi-
4 bility for subdivision approval. This is entirely the responsibility of the Regional Planning Commission.

Section F501(c) of the Subdivision Regulations states:

> "(c) Public Sites and Open Spaces. Where a school site, park or other recreation area, or other public site or open space indicated on the Master Plan or on official plans of other governmental units or special districts is located in whole or in part within a tract to be subdivided, before preparation of the Subdivision Improvement Plan the sketch plan shall be transmitted to the appropriate authority for review. A period of six (6) months from the date of transmittal shall be reserved for such authority to review the area and to express its intention toward acquisition thereof, plus one additional year to permit arrangements to be made for such acquisition."

The problem which we have right now is not so much planning, but the lack of funds for acquiring the areas. The development of parks and recreation is not keeping pace with other development because of the County's overall financial needs and the lack of adequate finances for all purposes.

We would agree generally with the statements on page 70, but these are opinions of the staff and not necessarily of the Commission.

We thank you for the opportunity to comment on these matters and hope that these comments will be reflected in your final report.

Yours sincerely,

Ernest W. Combs

Ernest W. Combs
Executive Director

EWC:dah

RESPONSES TO COMMENTS FROM: Hamilton County Regional Planning Commission

Comment Number	Response
1	The report has been modified to more accurately reflect the status of the 1964 city of Hamilton Recreation Plan and to indicate the development of the county open-space plan.
2	The report has been modified to indicate the official position of the HCRPC regarding the 1973 master plan of the HCPD.
3	The report has been modified to indicate the official position of the HCRPC regarding the "insensitivity" of local officials to the importance of recreation.
4	The report has been modified by deleting the section regarding the county regulation on parkland in subdivisions.

July 21, 1977

To: Whom It May Concern

From: The Newport Recreation Committee
of the Neighborhood Citizens
Advisory Council

Subject: The Overall Needs of Recreation
in Newport

On February 11, 1977, a committee was formed from the membership of the Citizens Advisory Council. Over the past months, the progress of the Citizens Recreation Committee has been very good, utilizing the combined efforts of business, fraternal, civic, public administrators, clergy members and above all, citizens of the city of Newport. In order to combat the recreational crisis in Newport, more help must come from other sources.

The city is currently in a financial crisis due to inflation, erosion of the tax base and most recently, the harsh winter expenses. Before a crisis can be resolved, the nature of the problem must be understood. The Recreation Committee Study shows the needs for improved facilities in Newport. Not only are new facilities required, but an alteration in the definition of "recreation" is needed. Indeed, a broad definition is required to address the problem of service delivery, more recreation for females and the elderly, plus an extended year-long recreation program for children are requisites to an improved program in the city.

The citizens of this community are committed to improving recreational services for we do love our children.

Respectively,

Joseph Davis

Joseph Davis, Chairman
Newport Recreation Committee of the
Citizens Advisory Council

Newport Citizen Advisory Council
[illegible] Diehl Street
Newport, Kentucky 41071
July 26, 1977
Ref. [illegible] Cinci.-Holtz. [illegible]

J.B. Cherry
Regional Director
U.S. Dept. of Interior
[illegible]

Dear Mr. Cherry:

Your preliminary draft on Urban Recreation coincides with the recreation study presently being conducted by the Advisory Council. We started our study in February, 1977 upon the urging of the local Community Chest of Brighton Center. Although our study is far from complete, the content of your study and ours is very similar in content and analysis.

We have come to the conclusion that the priorities in Newport are almost totally involved with Knothole baseball and Youth Inc. Although they are good programs, they leave little time for any other types of involvement from the Recreation Dept.

The Advisory Council will recommend the formation of a city-wide Neighborhood Recreational Council with a member from each of our "nine" neighborhoods plus the city Recreation Director.

The content of your report has only two errors that I could find. First, there is no ballfield or anything else at Veterans Memorial Park, although if present grant applications are approved it will be the best facility in the city. Second, the Playboy Swim Club has been turned into a parking lot.

The Advisory Council has worked long and hard to improve the image of the City of Newport and the welfare of its citizens. With the help of the Mayor, Board of Commissioners and other officials, we are beginning to move ahead with our goals. I only hope we can continue to due so.

Due to the limited time to review your preliminary draft report, my comments are but the tip of the iceberg. The Advisory Council and its Recreation Committee will soon have our final draft and upon its completion I will forward you a copy.

If the Advisory Council may be of any assistance in the future, please do not hesitate to contact us.

Sincerely yours,

Tom Ferrara

Tom Ferrara
Chairman, Newport Citizens Advisory Council

THE VILLAGE OF *Indian Hill, Ohio*

6525 Drake Road
Cincinnati, Ohio 45243
(513) 561-6500

August 23, 1977

THE VILLAGE COUNCIL

ROBERT C. KREHBIEL
Mayor
ANDREW C. HAUCK
Vice Mayor
J. LELAND BREWSTER II
ROBERT L. MILES
JAMES P. ORR
MRS. PAUL W. STEER
CHARLES F. YEISER

Regional Director
Lake Central Region
Bureau of Outdoor Recreation
Federal Building
Ann Arbor, Michigan 48107

Dear Sir:

We are most appreciative of the interest of Congress in seeking, through The Bureau of Outdoor Recreation, the opinion of the residents of the greater Cincinnati area regarding urban recreation needs.

There is a great need in our area for athletic fields, tennis courts, and both indoor and outdoor swimming and gymnasium facilities to serve the recreational needs of those interested as well as those who should be interested in active physical recreation.

Local government, community service organizations and private organizations are all striving to meet these needs. Federal government assistance would be welcomed in these areas.

However, I was distressed that there seemed to be little interest shown in the public meeting in the open space programs in which the BOR has been so helpful in recent years. We have not, as yet, preserved a sufficient amount of green area in the proximity of our urban area for forest preserves, wild life sanctuaries, and quiet recreational enjoyment.

The areas of Federal, state, and local parks which have thus far been set aside seem to be so well appreciated that they tend to be over used. It is essential that we continue our open space programs to preserve this wonderful heritage not only for this but future generations.

Sincerely,

Robert C. Krehbiel

RCK/pl

WARREN COUNTY REGIONAL PLANNING COMMISSION

WARREN COUNTY ADMINISTRATION BUILDING
320 E. SILVER STREET LEBANON, OHIO 45036

ROBERT D. PRICE, EXECUTIVE DIRECTOR TELEPHONE (513) 932-4040

July 27, 1977

Mr. John D. Cherry, Regional Director
United States Department of the Interior
Bureau of Outdoor Recreation
Lake Central Region
3853 Research Park Drive
Ann Arbor, Michigan 48104

Re: D4223 Cincinnati-Hamilton SCSA

Dear Mr. Cherry:

Mr. Price, Executive Director of the Warren County Regional Planning Commission, is on vacation until the second week of August and, therefore, will be unable to review and comment on the preliminary draft report on urban recreation within the Cincinnati-Hamilton Standard Consolidated Statistical Area until then.

Sincerely,

Leslie Demoret
Planning Intern

LD:kg

COMMENTS FROM THE PUBLIC MEETING

A public information meeting was conducted in Cincinnati by the Lake Central Regional Office of the Bureau of Outdoor Recreation for the purpose of hearing the views of all interested parties (including the public) concerning all aspects of recreation in the nine-county SCSA, including concerns for open space and the delivery of recreational services. Twenty persons attended the August 18, 1977 meeting in the conference room of the Ohio-Kentucky-Indiana Regional Council of Governments.

The major concerns raised and topics discussed at the meeting are shown below. Comments in italics relate to the appearance of the same issues during the study.

> The use of neighborhood ball fields by residents is pre-empted by the numerous industrial league teams. *This also had been a common complaint expressed by neighborhood associations.*
>
> The Cincinnati recreation department mentioned that the new HUD guidelines for CDBG monies require that 50 percent of the people in a target area must be below the 80 percent poverty level in order for that area to qualify for the funds. (The previous requirement for qualification was 70 percent of the population.) It was explained that this requirement will exclude many deserving areas from eligibility unless the target areas can be better defined. For example, the rich communities of Clifton and Hyde Park have pockets of poverty that would probably not qualify. *The 50 percent requirement had been mentioned by the recreation department by telephone following formal interviews, and had been incorporated into the report. Several neighborhoods, the Cincinnati Department of Recreation, and the Cincinnati Planning Commission also had recognized the recreational needs of more wealthy communities.*
>
> A representative of the Newport Advisory Council said the city has experienced difficulty in obtaining LWCF monies because distribution of the funds to local units of government by the Northern Kentucky Area Development District involves politics. Also, the city has had difficulty in gaining approval by the state and the BOR of projects funded with LWCF monies. (It has been awaiting approval of a recent project for more than 6 months.) *The interference of politics had been brought up by others involved in recreation in Newport during conduct of the study. Delays in gaining approval of LWCF-funded projects were a common complaint expressed.*
>
> Two speakers expressed concern for the importance of open space and said responsible authorities should not lose sight of the need for additional open space. Another asked if the study revealed any open space of significance in the study area other than lands along the Little Miami River. One speaker suggested that vacant

lots and perhaps other parcels of idle land could be used to provide needed open space. *Although the importance of open space had been mentioned or implied by others during conduct of the study, emphasis then had been placed on the provision of indoor facilities, operations and maintenance monies, and rehabilitation at the neighborhood level.*

User fees were advocated at the meeting to help provide additional financing for purchase and development of recreational land. *Although user fees had been mentioned during the conduct of the study and discussed in the draft report, this was the first time anyone had suggested them as an alternative solution.*

A place should be provided for the operation of motorcycles and other off-road vehicles, one speaker suggested, so that they will not disturb others or interfere with their safety. *This complaint had been mentioned only briefly during conduct of the study.*

One person expressed concern that the study mailing list did not include schools and churches, both of which are important in urban recreation. *This problem had been recognized by the BOR when notices of the public meeting were mailed; however, a mailing list that included all schools and churches was not available, and time did not permit obtaining the addresses of the many area schools and churches. The meeting was announced through local newspapers, radio, and television stations.*

The impact of urban sprawl and the importance of zoning to control it was a concern expressed by several persons at the meeting. *This problem had been recognized by persons interviewed during conduct of the study, but no one had suggested how urban sprawl might be stopped.*

The question was raised at the meeting, what is meant by urban recreation in the study; that is, does it relate only to the inner cities? It was explained that urban recreation includes all areas within the nine-county area for the purposes of the study. When a spokesperson seemed concerned by this broad coverage, it was explained that the study had uncovered problems in the suburbs that are just as serious as those of the inner cities.

APPENDIX D: LIST OF AGENCIES AND INTERESTS CONSULTED

Mrs. Helen Abercrombie
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Mr. Herb Bass
Neighborhood Leader
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Mr. James Beckett
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Hamilton, Ohio

Mr. David Belew
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Hamilton, Ohio

Ms. Viola Benson
Jefferson Neighborhood Association
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Mr. Donald Buckley
Clermont County Planning Commission
Batavia, Ohio

Butler County Building and
Trades Council
Butler County, Ohio

Mr. Tony Blaine
Booker T. Washington Community
Center
Hamilton, Ohio

Mr. Walter Blair, Planning Director
Hamilton City Planning Commission
Hamilton, Ohio

Mr. Jim Boerke
Community Development Program
Hamilton, Ohio

Mr. Art Bowling
Hamilton Department of Parks and
Recreation
Hamilton, Ohio

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Southwest District Office
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Cowan Lake, Ohio

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Neighborhood Development Council
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Kentucky Department of Natural
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Education Center
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Cement Masons Local 524
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Mr. Pope Coleman
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Hamilton, Ohio

Mr. Fred Dickman
Saylor Park Village Council
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DIANA PAGE

CONTENTS

FOREWORD / ix **1/A11**

INTRODUCTION / 1 **1/A13**

MAJOR FINDINGS

SUMMARY / 7 **1/B5**

MAJOR FINDINGS AND ALTERNATIVE SOLUTIONS / 9 **1/B7**
Financial Issues / 9 **1/B7**
Facilities and Staffing Issues / 15 **1/B13**
Programming and Usage Issues / 21 **1/C5**

THE STUDY

ADMINISTRATION AND ORGANIZATION / 29 **1/C13**
Federal, State, County, and City Responsibilities / 29 **1/C13**
Commercial Recreational Roles / 30 **1/C14**
Opportunities for Cooperation / 30 **1/C14**
Recreational Programming Coordination / 32 **1/D2**
Personnel / 34 **1/D4**

PARKS AND RECREATION FINANCING / 35 **1/D5**
Budget Comparisons / 35 **1/D5**
Recreation Income / 39 **1/D9**
Recreation Expenditures / 49 **1/E5**

USER CONSIDERATIONS / 53 **1/E9**
Recreational Program Opportunities / 53 **1/E9**
User Desires / 57 **1/E13**

EXISTING RECREATIONAL RESOURCES AND ADEQUACY / 60 **1/F2**
Recreational Resources / 60 **1/F2**
Adequacy of Recreational Resources / 65 **1/F7**

PLANNED AND POTENTIAL EXPANSION / 70 **1/F12**
Planned Expansion / 70 **1/F12**
Influences on Planning / 70 **1/F12**
Perceived Needs / 78 **1/G6**
Plans for Expansion and Development / 88 **2/A7**
Costs and Scheduling / 102 **2/B7**
Open Space Mechanisms / 104 **2/B9**
Potential Expansion / 106
Summary of Potential Facilities / 106 **2/B11**
Descriptions of Potential Sites / 108 **2/B13**

APPENDIXES/BIBLIOGRAPHY

APPENDIX A: AREA DESCRIPTION / 119 **2/C10**

APPENDIX B: JURISDICTIONAL ANALYSES / 128 **2/D5**
Cincinnati, Ohio / 128 **2/D5**
Hamilton, Ohio / 164 **2/F13**
Newport, Kentucky / 183 **3/A8**
Colerain Township, Ohio / 195 **3/B7**

APPENDIX C: COMMENTS OF STATE AND LOCAL OFFICIALS AND THE PUBLIC / 210 **3/C8**

APPENDIX D: LIST OF AGENCIES AND INTERESTS CONSULTED / 263 **3/G5**

BIBLIOGRAPHY / 269 **3/G11**

TABLES

1 SCSA Composition / 3 **1/B1**

2 Recreation As a Percent of Total Jurisdiction Budget / 36 **1/D6**

3 Annual Per Capita Expenditures for Recreation / 36 **1/D6**

4 Sources of Income – 1976 / 37 **1/D7**

5 Total Per Capita Receipt of Federal Recreation Assistance / 38 **1/D8**

6 Federal Percentage of Total Recreation Budget / 39 **1/D9**

7 Land and Water Conservation Funds Allocated to SCSA Counties in Ohio and Kentucky As of April 30, 1977 / 42 **1/D12**

8 Distribution of LWCF Grants / 43 **1/D13**

9 Comparison of Land and Water Conservation Funds Allocated to SCSA Counties for Acquisition and Development / 44 **1/D14**

10 Average Percentage Distribution of Total Budget Expenditures 1971-1976 / 50 **1/E6**

11 1973 Acreage of Public Open Space / 62 **1/F4**

12 1973 Acreage of Private Open Space / 63 **1/F5**

13 Required Regional Park Acreage / 80 **1/G8**

14 The Need for Local Public Park Acreage / 81 **1/G9**

15 Population Growth in Comparison to Farmland / 88 **2/A7**

16 Criteria for Site Selection of Regional Parks Required in SCSA / 90 **2/A9**

17 NKAPC Recreation/Open Space Criteria / 91 **2/A10**

18 Existing and Proposed Land Uses for Ohio Riverfront, City of Cincinnati / 95 **2/A14**

19 Estimated Acquisition Costs for Required Acreage – 1990, for Regional and Local Parks / 103 **2/B8**

20 Site Significance Determination / 115 **2/C6**

ILLUSTRATIONS

Study Area / 4 **1/B2**

Proposed and Existing Parks and Recreation Areas / 67 **2/F9**

Case Studies / 107 **2/B12**

ABBREVIATIONS

BCPD –	Butler County Park District
BOR –	Bureau of Outdoor Recreation (U.S. Department of the Interior)
CDBG –	Community Development Block Grants (administered by U.S. Department of Housing and Urban Development)
CDUD –	Cincinnati Department of Urban Development
CETA –	Comprehensive Employment and Training Act (1973) (administered by U.S. Department of Labor)
COE –	Corps of Engineers (also "The Corps") (U.S. Department of the Army)
DNR –	Department of Natural Resources (State of Ohio)
EDA –	Economic Development Administration (U.S. Department of Commerce)
EEO –	Equal Employment Opportunity
HCPD –	Hamilton County Park District
HCRPC –	Hamilton County Regional Planning Commission
HEW –	U.S. Department of Health, Education and Welfare
HUD –	U.S. Department of Housing and Urban Development
LEAA –	Law Enforcement Assistance Administration (U.S. Department of Justice)
LMAG –	Land Management Assistance Guide (a document being developed by the state of Ohio)
LMI –	Little Miami, Inc. (a nonprofit citizens' organization formed in 1967 to work for the protection of natural resources along the Little Miami River)
LWCF –	Land and Water Conservation Fund (administered by the Bureau of Outdoor Recreation, U.S. Department of the Interior)
NKAPC –	Northern Kentucky Area Planning Commission
NYC –	Neighborhood Youth Corps (U.S. Department of Labor)
OEO –	Office for Equal Opportunity
OKI –	Ohio-Kentucky-Indiana Regional Council of Governments (formerly Ohio-Kentucky-Indiana Regional Planning Authority)
RSVP –	Retired Senior Volunteer Program (administered by ACTION)
SCORP –	State Comprehensive Outdoor Recreation Plan
SCS –	Soil Conservation Service (U.S. Department of Agriculture)
SCSA –	Standard Consolidated Statistical Area
SMSA –	Standard Metropolitan Statistical Area
UMTA –	Urban Mass Transportation Administration (U.S. Department of Transportation)

As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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